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San Francisco

Congestion Management Program

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Prepared by the

San Francisco County Transportation Authority

November 9, 1995

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chapter on Trip Reduction and Travel Demand. Further review and comment was provided by other City departments, the Authority's Citizens' Advisory Committee, the Metropolitan Transportation Commission, transit operators, the Bay Area Air Quality Management District, and Caltrans.

Origins and Intent of the CMP Legislation

The requirements for a Congestion Management Program were established in 1989 as part of a bi-partisan state legislative package, known as the Katz-Kopp-Baker-Campbell Transportation Blueprint for the Twenty-First Century (AB 471). The actual requirements for CMPs became effective when voters approved Proposition 111 on June 5, 1990. Changes and modifications to clarify various aspects of CMP law were introduced by AB 1963 in September 1994. For the complete text of the CMP legislation, see Appendix II.

The state legislation not only provides for increases in transportation funding, but also makes significant changes in the requirements for planning and programming of transportation projects to be funded from these sources of revenue. The goal of the legislation is to tie transportation funding decisions to measurable traffic congestion relief, local land use decisions and their impact on the transportation system, and implementation of transportation control measures to meet air quality goals.

The CMP requirements are the legislature's response to the growing traffic congestion phenomenon experienced by all urbanized areas in California. It is widely perceived that traffic congestion is outpacing the traditional transportation planning process in its ability to provide adequate solutions. In San Francisco, with its high-intensity land uses and extensive transit network, this traffic congestion phenomenon manifests itself differently, posing challenges to the interpretation of the CMP mandate in the city, but for the majority of the state's highly suburbanized metropolitan areas it is a reality, and it has its roots in the following four facts:

a. The currently prevalent low-density suburban growth pattern throughout the state's metropolitan areas does not lend itself easily to cost-effective transit service and is therefore highly dependent on the automobile and on the freeway system; (in short: *transit does not work well in the suburbs.*)

b. Because of the political volatility of pricing strategies (e.g., tolls, paid parking at work sites) and the limited success of ridesharing strategies (i.e., carpooling and vanpooling) in sprawled suburbs, most automobiles still carry just one person, regardless of trip purpose or time of day, so that any new roadway facilities that are built are, by definition, inefficient: even when full of *cars* they carry only a fraction of the number of *people* they could accommodate; (in short: *freeways full of solo drivers shortchange the carrying capacity of the investment.*)

c. These high-cost facilities, which are designed for the automobile but do not maximize the number of *people* carried, result in a high cost per person transported; (in short: *building freeways to address transportation demand is not cost-effective*)

d. Because of the scarcity of land for transportation facilities, rising construction costs, and environmental and air quality constraints, ever growing levels of capital investment are needed in order to build roadways. This, combined with a deteriorating economy and continuing erosion of transportation funding, results in fewer and fewer new miles of roadway facilities being built every year to address a growing demand for transportation; (in short: *it's hard to keep up with transportation demand by building freeways, and we can't afford them either)*

The City's Congestion Management Track Record

San Francisco has had considerable success in managing travel demand, especially with respect to control of automobile access to the downtown area during peak commute times. Many of the transportation demand management and land use regulation measures described in Chapters 6 and 7 of this document have been in place over the last twenty years and have allowed major growth in downtown trip-making without significant deterioration in operating conditions (or traffic levels of service) for downtown streets.

It is clear that this success is the result of the *combined* application of several major policies, in particular:

- parking pricing and supply policies which discourage driving into downtown;
- transit service investment policies to provide and maintain local travel options that are *truly competitive* with the private automobile; and
- land development policies that gave transportation system investments a chance to keep pace with the growth in trip-making.

In addition to these policies, there were other factors that were essential to the City's ability to absorb the extraordinary levels of employment growth experienced between 1970 and 1985. Such factors include:

- *the City's historic record of investment in local public transit* - The existence of high levels of transit service and coverage within the city provided a credible option to driving, and made politically viable the application of parking pricing policies, and development impact mitigation fees;
- *the BART system and the demographics of downtown employment* - A large portion of employment growth in this period was absorbed by suburban residents. The opening of BART in 1973 constituted a major expansion to transit capacity with two key features: a) excellent regional access to stations within walking distance of most downtown employment locations, and b) no financial burden to the city for providing adequate transit coverage at the residential (suburban) end of the BART trip; and
- *the City's investment in its street system* - It is seldom recognized that San Francisco's dense grid of streets and arterials is a major transportation asset, providing multiple travel route options, keeping local trips from clogging the freeway system (as is so often the case in the suburbs) and enhancing the system's ability to recover quickly when congestion problems occur.

The City's winning strategy was a truly multi-modal transportation strategy, which allowed each travel market to be served by the transportation modes best suited for it.

Future Strategies

The above discussion of the City's track record highlights the importance of maintaining travel *options* as an essential strategy not just to prevent a worsening of congestion but also to improve mobility.

No less significant in charting future action is a sound understanding of demographic trends. Reflecting changes in the economic structure of the region, as well as national trends, the development boom that characterized the growth of the City's downtown area in the 1970's and 1980's has been replaced by modest employment growth. San Francisco residents are out-commuting in increasing numbers to take advantage of work opportunities in other Bay Area counties: today the number of San Francisco residents traveling daily to work in Santa Clara County is larger than the number of Santa Clara County residents employed in San Francisco. Commute times by transit for San Francisco residents are increasing, and so is automobile

1. Development and adoption of the initial CMP and biennial updates. The CMP document must contain the following elements, which are addressed at length in the remaining chapters of this report:

   - A designated CMP roadway network
   - Traffic level of service (LOS) standards and a methodology for monitoring LOS on the designated CMP roadway network
   - Transit service standards
   - A multimodal performance element
   - A land use impact analysis methodology
   - A seven-year multi-modal capital improvement program

2. Development of a common database and method for analysis of impacts of local land use decisions on the CMP network.

3. Designation of a Congestion Management Agency for the county.

B. Changes to Transportation Fund Programming

The CMP legislation included the creation of new funding sources, as well as changes to existing fund programming mechanisms, tied to implementation of CMP requirements. The Authority at the local level and the MTC at the regional level have been empowered to make CMP conformance determinations affecting funding eligibility.

1. State Fuel Tax Increment: The CMP legislation established a 9 cent per gallon increase in the state's fuel tax. In order to receive these revenues, urban counties must annually be found in conformance with CMP requirements as described in A above, particularly the monitoring and reporting on congestion levels in the transportation network, and implementation of required CMP actions designed to avoid a deterioration of circulation conditions on the CMP network. In addition, the CMP document itself must be updated every two years.

2. Flexible congestion relief and urban and commuter rail funds: These funds are programmed through the regional transportation improvement program (RTIP), which is developed and adopted by MTC. In order to be considered for funding through the RTIP, transportation projects must be first included in the Capital Improvement Program of the CMP.

3. Traffic system management funds: Projects that are included in the capital improvement program of the approved CMP receive first priority for Traffic System Management funds, programmed annually by Caltrans.

4. Federal Surface Transportation Program (STP) and Congestion Management and Air Quality (CMAQ) Program Funds: In 1992, the California legislature passed SB 1435, which reconciled the CMP programming process with the new Federal Intermodal Surface Transportation and Efficiency Act (ISTEA). As a result, projects seeking STP or CMAQ funds must first be prioritized by each Congestion Management Agency as part of the development of their biennial Capital Improvement Program for the CMP.

C. Relationship to Ongoing Planning and Programming Efforts

Congestion management programs are a component of a larger set of ongoing transportation planning and programming efforts at the local and regional levels. The following documents are closely tied to the development and implementation of San Francisco's CMP:

1. Regional Transportation Plan (RTP): The CMP is instrumental in implementing the local portion of the regional transportation plan and must be consistent with it. MTC determines consistency among CMPs in the region. MTC makes these determinations as a

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responsible for the administration and strategic prioritization and programming of the revenues generated by Proposition B. Beyond their own purchasing power, these revenues also allow the City to leverage large amounts of State and Federal funds for transportation investments in San Francisco.

In its capacity as the CMA for San Francisco, the Authority has primary responsibilities in the following areas:

- Development and adoption of the biennial CMP document and related implementation guidance,
- Monitoring of City agencies' compliance with CMP requirements,
- Programming of various Federal and State transportation funds,
- Review and concurrence in the programming of all transportation funds for San Francisco, and
- Policy input into the regional transportation planning and programming process.

The Authority's dual responsibilities for strategic programming of Proposition B funds (through the recently completed Strategic Plan) and for prioritization and programming of State and Federal funds through the CMP process, represent a major opportunity for the City to achieve a high degree of coordination in its transportation planning decisions, and to optimize the City's investments in transportation projects and services. The leveraging of State and Federal funds through strategic use of Proposition B monies for the required local match is a good example of how effective this process can be.
In addition, acting as the CMA, the Authority plays a key role in evaluating and providing guidance on major local transportation projects and policies which may affect compliance with congestion management requirements or attainment of CMP standards.

c. Implications of the Board's Multiple Roles

As described above, the San Francisco Board of Supervisors also serves as the Authority's Board, and as the CMA Board. These multiple roles require careful balancing of the Board's responsibilities. Policy decisions made by the Board of Supervisors may have negative congestion management impacts and place the Board, as CMA, in a position to find the City in non-conformance with the CMP. This may in turn generate difficult Proposition B funding choices for the Authority Board.

In order to minimize the potential for conflict, the Authority cannot limit its role to just monitoring CMP conformance after the fact, and must instead take a proactive role to serve as a resource in analyzing the potential congestion management implications of transportation-related actions, projects or policies proposed for the City. In order to fulfill this responsibility, the Authority regularly participates and provides comments in studies and discussions of key San Francisco transportation issues, such as the Transbay Bay Terminal, the Central Freeway replacement, the Embarcadero Roadway, and the Caltrain Downtown Extension. Such an approach will allow the Board to better shape the policy outcomes by anticipating potential problems as part of its decision-making process at a time when policy options may still be available, instead of having to react when congestion impacts reach crisis proportions and require hasty funding decisions.

d. Relationship to City Agencies

State law mandates that the Authority, acting as Congestion Management

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includes all freeways and state highways, as well as principal arterials. The statutes do not provide a definition of "principal arterials" that must be included in the network. San Francisco has defined these as the Major Thoroughfares designated in the Transportation Element of the City's General Plan. Major Thoroughfares are defined as follows:

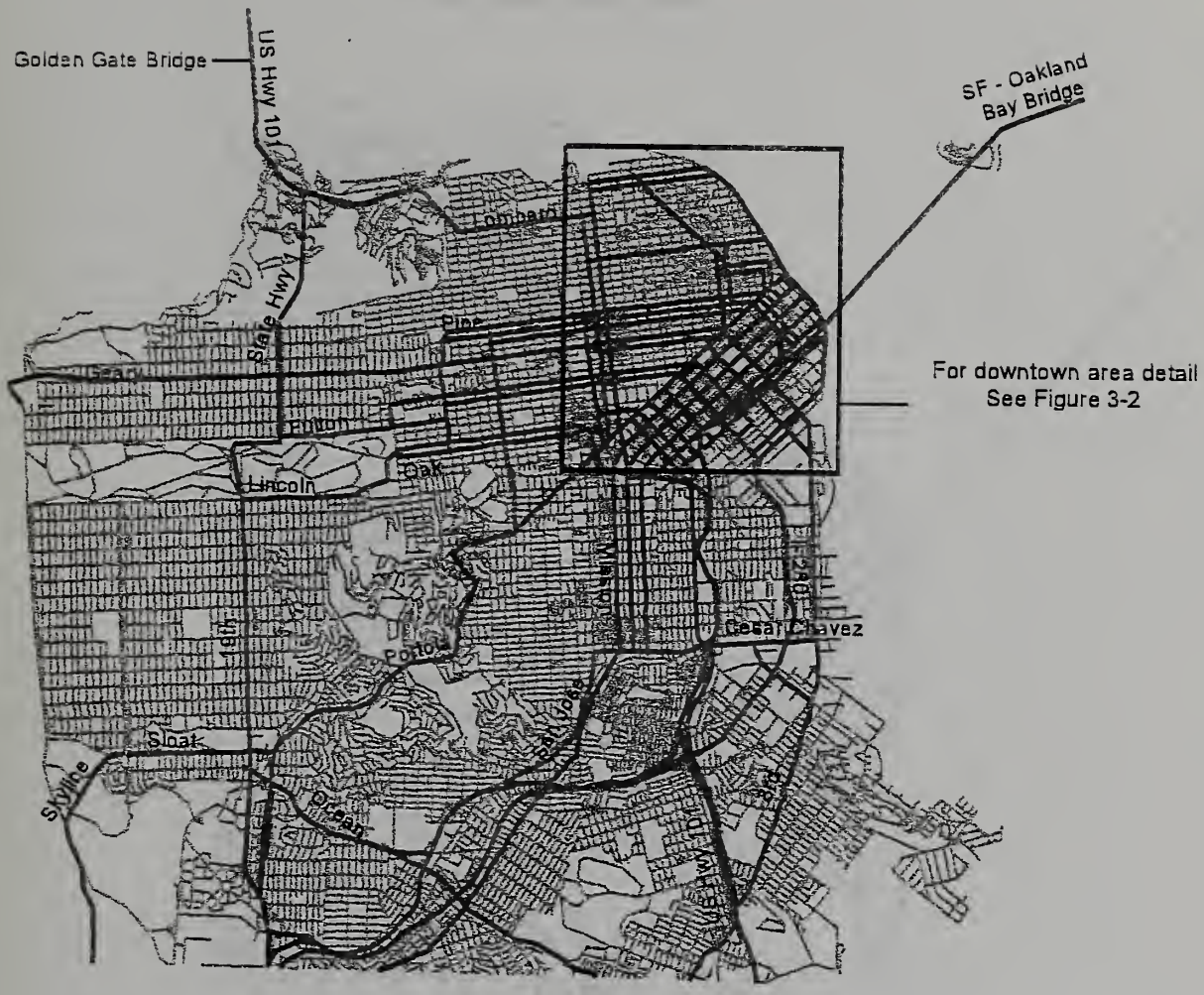
> *"cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of city wide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses."*

Several additional thoroughfares - Market Street, Mission Street, Sutter Street, outer Geary Boulevard, and portions of Turk Street - have also been included in the CMP roadway network. These streets experience serious conflicts between auto traffic and high volumes of transit service, and may be susceptible to congestion management techniques such as signal pre-emption at key intersections, to reduce delays to transit vehicles.

b. Current Network

Figure 3-1 depicts the complete CMP roadway network for San Francisco, which comprises 134 miles of roadway facilities. Figure 3-2 shows a detail for the downtown area.

Figure 3-1
San Francisco Congestion Management Program
Roadway Network



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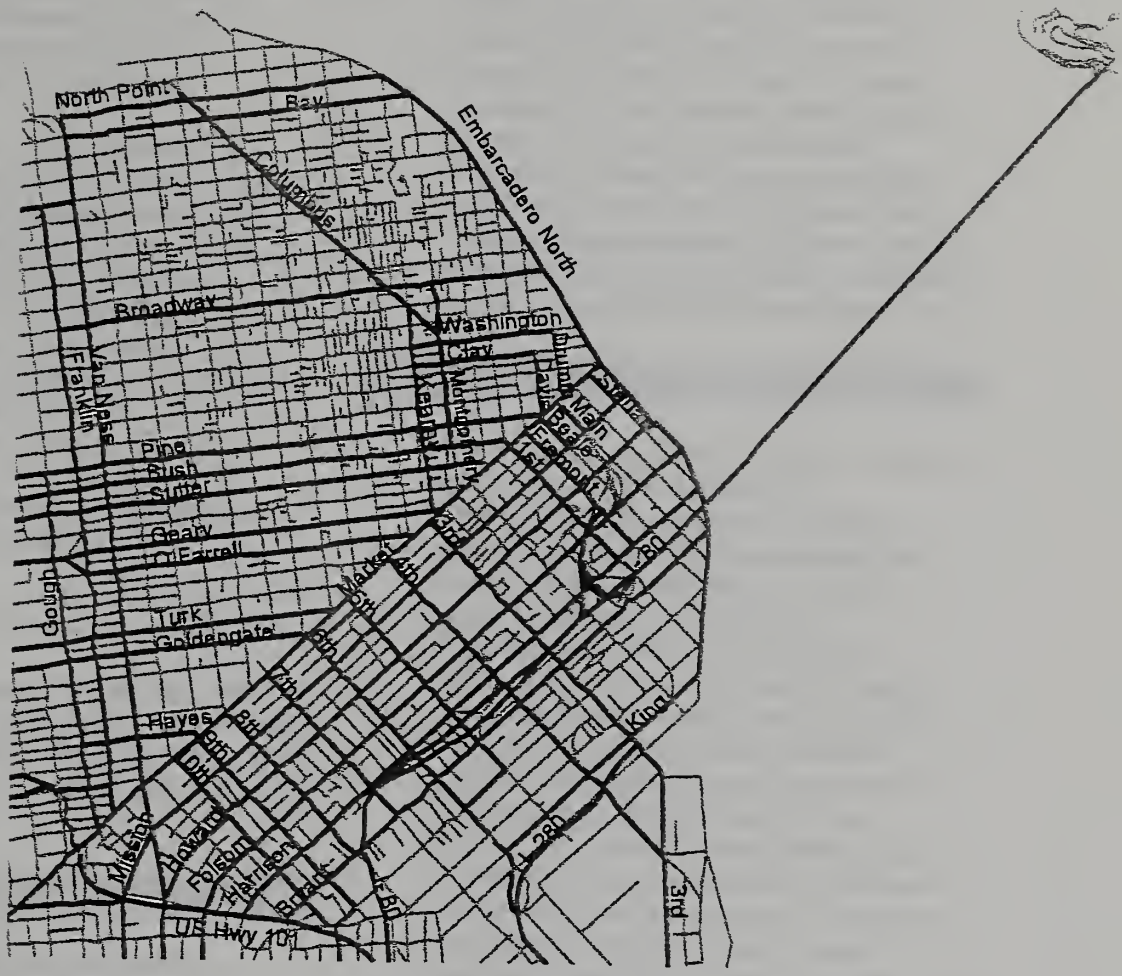
Source: San Francisco County Transportation Authority
Transportation Analysis Database

Figure 3-2
San Francisco Congestion Management Program
Roadway Network

Downtown Area Detail



Source: San Francisco County Transportation Authority
Transportation Analysis Database

Freeways and State Highways

San Francisco's CMP roadway network includes 17 miles of freeways in the city, on Interstate 80, Interstate 280, and US Route 101. A total of 15 miles of State routes designated along city streets are also part of the CMP roadway network, as follows:

- US Route 101 - Richardson Avenue, Lombard Street west of Van Ness Avenue, and Van Ness between Lombard Street and Golden Gate Avenue;
- Route 1 - Park Presidio Boulevard, 19th Avenue , and Junipero Serra Boulevard south of 19th Avenue;
- Route 35 - Sloat Boulevard between 19th Avenue and Skyline Boulevard as well as Skyline Boulevard.

City Arterials

The CMP network includes 102 miles of city arterials. Appendix III lists all city arterials included in the CMP network in addition to those designated as state routes.

c. Proposed Changes - Rationale

State law prohibits the removal of roadway facilities from the initially designated CMP network. This is intended to ensure proper monitoring of system performance. Facilities that are physically removed from the transportation system, such as the Embarcadero Freeway, are obviously not affected by this prohibition, but will be evaluated for future inclusion and monitoring as part of the CMP network once replaced or rehabilitated. New facilities may be added to the CMP network without restrictions, subject to the established criteria for inclusion. In order to improve the reliability of performance (LOS) monitoring, the 1993 CMP introduced changes to the segmentation of roadway facilities. These changes and their rationale are described in Chapter 4.

The analysis of the CMP roadway network conducted as part of the 1995 CMP update recommended addition of Guerrero Street to the CMP network, from César Chávez to Market Street. However, further investigation appears necessary to determine operating conditions, effects of post-earthquake traffic, and relationship to Master Plan policies. Consequently, inclusion of this facility in the network will be considered as part of the 1995 CMP work program.

d. Relationship to the MTS

San Francisco's CMP roadway network is broadly consistent with the Metropolitan Transportation System (MTS), as defined by the Metropolitan Transportation Commission's (MTC) latest revisions to the Regional Transportation Plan. The MTS is a regional network of roadways, transit corridors and transfer points, identified by the MTC on the basis of specific criteria. The State highways and major thoroughfares designated in San Francisco's CMP roadway network are all included in the regional MTS network. There are a few instances in which the local CMP roadway network is not identical to the regional MTS network due to differences in the criteria used to define each network. San Francisco's CMP and MTS networks are coordinated with the networks of adjacent counties, to ensure regional connectivity.

As a result of a 1993 agreement, the MTC has delegated responsibility to the Authority for implementation of certain mandates contained in the federal Interstate Surface Transportation and Efficiency Act of 1991, including the analysis of potential impacts on the MTS of proposed local land use decisions (see Chapter 7).

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transportation solutions. The choice of LOS for this purpose reflects the suburban roots of the congestion management legislation: congestion relief is to be measured by the ability of the transportation system to move automobiles, because in the suburbs the single-occupant automobile is still the prevalent mode of transportation. It also reflects the fact the LOS has been used and codified more extensively and systematically than any other transportation facility performance method. Therefore LOS is also the method that offers least potential for controversy or challenge when a CMA makes a finding of non-conformance.

Improvements on the LOS scale ensure better travel conditions for motorists, but the LOS scale does not take into account the *people* throughput potential of a roadway. Under optimum (LOS "A") operating conditions, a city arterial may be carrying the maximum number of automobiles at high speed, but if each vehicle carries only the driver the *people* throughput of the facility is suboptimal. San Francisco faces a double challenge on this issue: on the one hand the City must comply with the LOS requirements and prevent LOS conditions from deteriorating below the set standards; on the other hand, it must strive to identify a performance measurement method that reflects San Francisco's transportation realities more appropriately than LOS.

Over the next decade, the performance measurement method will play an increasingly significant role in San Francisco's congestion management efforts as the City undertakes or completes rehabilitation of a number of significant transportation projects, such as the Embarcadero Roadway, the Terminal Separation Structure, the Central Freeway, the Transbay Terminal, Doyle Drive, and the MUNI Metro Turnback. Mitigation of congestion impacts and analysis of deficiencies will require significant coordination between City departments and the Authority, to ensure continued conformance with CMP requirements.

The maintenance of LOS standards on CMP roadways in San Francisco will require a comprehensive and multi-modal approach which takes into account the congestion relief potential of transit and other non-automobile based solutions, as well as operational improvements to roadways. During 1995-6 and 1996-7 the Authority will continue the development of specific information and guidance about congestion management actions and their congestion relief potential in different situations. In particular, in consultation with City Departments, the Authority will investigate, through its Strategic Analysis Reports (SARs) or through corridor or areawide evaluations, the appropriate geographic reach and effectiveness of congestion management measures.

3. Technical Approach

Annual LOS monitoring on the entire CMP network is performed using Federal planning funds available through the Authority. At the time of annual conformance findings the Authority, acting as the CMA, assesses the City's conformance with LOS standards based on the results of monitoring. The CMA ensures that LOS measurement methods used by its contractors, Caltrans, or any other agencies involved in monitoring the CMP network are consistent with State law.

a. LOS Standard

The traffic LOS standard for San Francisco is consistent with CMP mandated criteria and was established at E in the initial (1991) CMP. The law exempts from monitoring all CMP network facilities which were already operating at LOS F at the time of baseline monitoring conducted in connection with the development of the first CMP in 1991.

b. Methodology

The methodology used for monitoring LOS on San Francisco's CMP network follows the specifications detailed in the Highway Capacity Manual. All 134 miles of freeways and arterials in the network are monitored using a floating car technique, which allows determination of LOS on the basis of average operating

For freeway facilities the segmentation criteria are simpler. They include interchange on and off ramps, and points were two freeway facilities merge or bifurcate. Segment limits for freeways in the San Francisco CMP are also shown in Appendix IV.

Segmentation Changes

Table 4-A lists all CMP arterials where segmentation changes were introduced as part of the 1993 CMP, including a technical justification. Changes were introduced in the segmentation of 18 arterials in the network. The new arterial segments follow more closely the five segmentation criteria described above, and they provide a better framework for monitoring of LOS, improving comparability of results among similar facilities. By better reflecting local conditions these new segments increase the reliability and explanatory power of LOS measurements on the network. This is essential to provide a solid basis for decision-making leading to development and implementation of congestion management actions. No segmentation changes were proposed as a result of the 1995 LOS monitoring cycle, but changes may be considered during fiscal years 1995-6 and 1996-7, as necessary.

4. Monitoring Results

In order to determine initial ("baseline") LOS conditions, monitoring of the CMP network was performed by the Department of Parking and Traffic during the summer of 1991. This initial monitoring also allowed identification of network segments at LOS F which are legislatively exempted from conformance with the established LOS "E" standard but will continue to be periodically monitored and targeted for congestion management measures as appropriate. CMP arterial and freeway segments identified at LOS F in the 1991 San Francisco CMP are shown in Appendix IV.

Tables I through IV in Appendix IV show LOS monitoring results for all segments of arterials and freeways in the CMP network. The information includes segment length, direction of travel, time of day (AM and PM peak), average operating speed measured, and LOS results for both 1991, 1993, and 1995.

LOS monitoring for the current conformance determination cycle was performed during April and May 1995. Figures 4-1 and 4-2 show CMP network segments operating at LOS D or worse during the 1995 monitoring for the PM peak period.

Table 4-B lists the segments which were found to be at LOS F during the 1995 monitoring. Only two additional arterial segments appear to be deficiencies as a result of the 1995 monitoring. They are Brannan Street westbound from 5th to 6th Street during the a.m. peak and Stanyan Street southbound from Turk Street to Fulton Street during the p.m. peak. In order to corroborate these results, and to determine the contribution of regional trips to this LOS F measurement, these two segments will be further monitored twice, in October/November 1995 and March/April 1996. If the segments are found to be deficient during the April 1996 monitoring (after deducting the trips exempted by law), the City will be required to prepare and implement a deficiency plan.

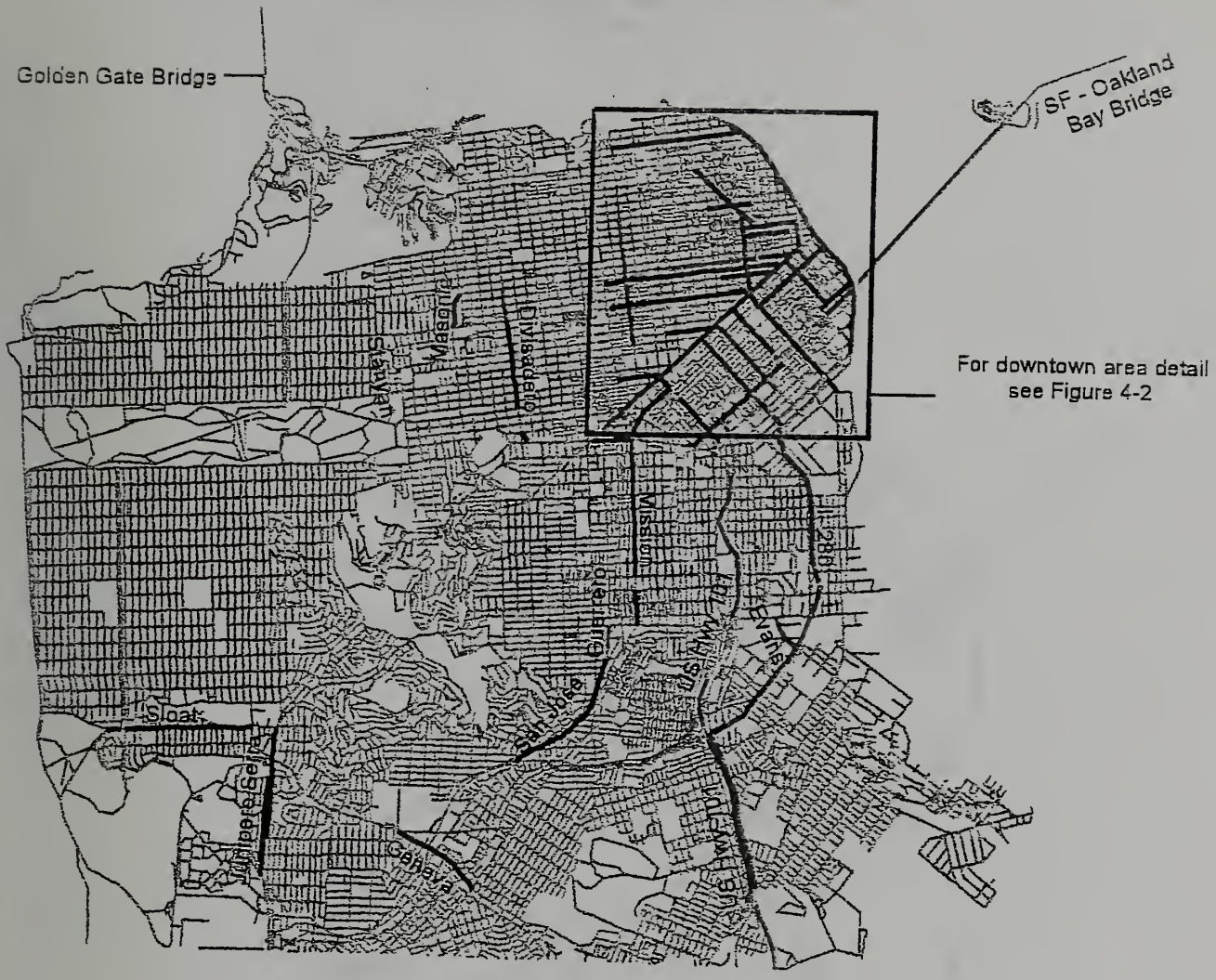
In general, the 1995 monitoring shows considerable variability in overall traffic conditions over the entire arterial network compared to previous monitoring results. Continual improvement and standardization of the speed measurement techniques may account for some of the variability in LOS measurements. The freeways show no significant change.

Table 4 - A (Contd.)

Lombard Street	Eliminated intermediate segment boundaries because land uses and traffic conditions are uniform along this street.
Market Street	Established a new segment boundary at Clipper because of a change in grade on each side of Clipper. Eliminated unjustified breaks at Danvers, Sanchez and Gough
Mission Street	Eliminated intermediate boundaries between 14th and Army and between Army and Ocean to better reflect land use.
O'Farrell Street	Eliminated intermediate segment boundaries at VanNess, Leavenworth and Taylor, which created segments too short for accurate measurement. Mason is the new break point because of land use changes.
Van Ness Avenue	Added Golden Gate Avenue as an intermediate segment boundary because of land use changes (start of the Civic Center area).

Figure 4-1
San Francisco Congestion Management Program
Roadway Network

1995 Level of Service Monitoring Results
P.M. Period



CMP Network
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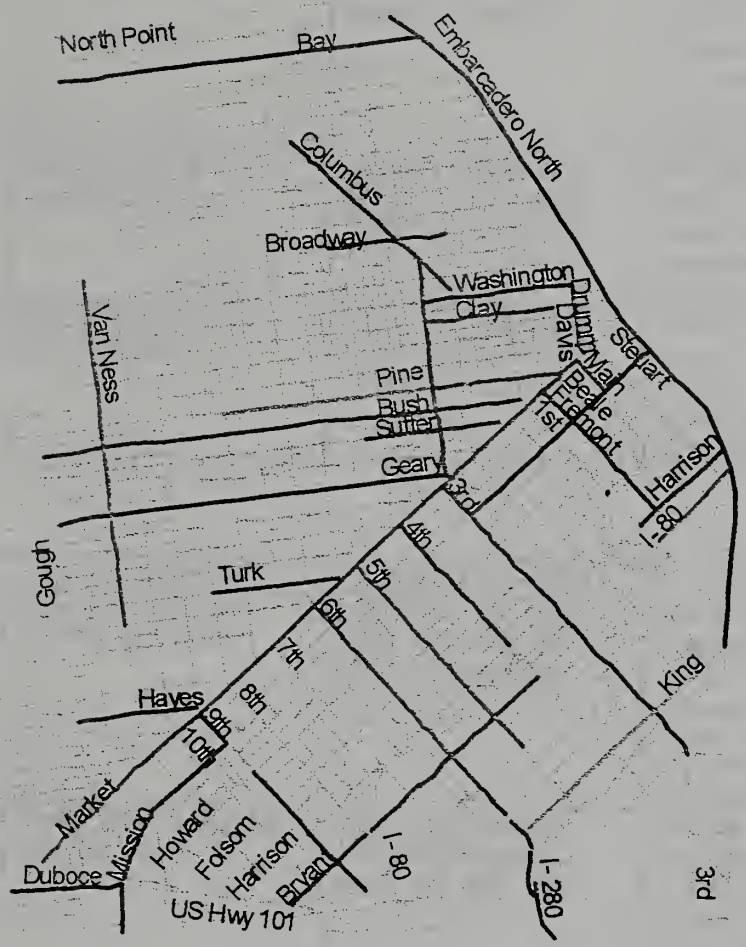
Source: San Francisco County Transportation Authority
Transportation Analysis Database

Figure 4-2
San Francisco Congestion Management Program
Roadway Network -- Downtown Area Detail

1995 Level of Service Monitoring Results
P.M. Period



CMP Network
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Source: San Francisco County Transportation Authority
Transportation Analysis Database

Table 4-B
1995 LOS Monitoring Results - LOS F Segments

A.M. Peak Period

CMP Route	Limits	Speed Results	Comments
Brannan St WB	From: 5th Street To: 6th Street	1993: 8.9 mph (E) 1995: 6.1 mph (F)	This segment exceed the standards.
Drumm St SB	From: Washington To: Market Street	1991: 9.5 mph (D) 1993: 9.1 mph (D) 1995: 5.3 mph (F)	The results were affected by construction and detours on the Embarcadero. They do not constitute a deficiency.
I-280	From: City Limit To: US 101	1991:22.9 mph (F) 1993: 43.0 mph (E) 1995: 27.3 mph (F)	Already at LOS F in 1991. Per state law the results do not constitute a deficiency.
I-80	From: Treas. Island To: Fremont	1991:17.5 mph (F) 1993: 32.2 mph (E) 1995: 26.5 mph (F)	Already at LOS F in 1991. Per state law the results do not constitute a deficiency.

P.M. Peak Period

CMP Route	Limits	Speed Results	Comments
Drumm St WB	From: Washington To: Market Street	1991: 9.5 mph (D) 1993: 9.1 mph (D) 1995: 5.3 mph (F)	The results were affected by construction and detours on the Embarcadero. They do not constitute a deficiency.
Market St WB	From: Van Ness Ave. To: Drumm St	1991: 9.6 mph (D) 1993: 12.9 mph (D) 1995: 6.3 mph (F)	The results were affected by construction and detours in the vicinity of Van Ness Avenue. They do not constitute a deficiency.
Stanyan St SB	From: Turk Street To: Fulton Street	1993: 7.6 mph (D) 1995: 2.3 mph (F)	This segment exceeds the standard.

5. Future Monitoring Approach

In addition to average speed measurements, during fiscal years 1995-6 and 1996-7, the Authority will be exploring with the Department of Parking and Traffic the possibility of systematizing existing measurements of arterial traffic volumes by tube counts (mechanical counters) so that they can provide additional data at regular intervals. Other possibilities, including installation of traffic counting loops detectors at permanent

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a. the availability, convenience, and accessibility of transportation between A and B.
b. the availability of *options* (more than one mode of transportation, or more than one alternative within a mode, such as different bus routes) to travel between A and B
c. the *affordability* of transportation between A and B
d. the *reliability and safety* of transportation between A and B

These are attributes of the transportation system, but they are not constant. They are likely to vary if we consider a different origin-destination pair, instead of A and B; and they may even vary for different types of users even considering the same A/B pair: for example the same bus route may be convenient to one person and inaccessible to their next door neighbor who cannot walk one block uphill to the bus stop. These system attributes also vary with trip purposes and time of day. A 20-minute bus headway may be OK for a mid-day shopping trip, but may be inadequate for a morning commute trip. Similarly, a 20-minute wait for a bus may not be an option at night in an unsafe neighborhood.

Thus, the same A/B pair may have several different accessibility ratings depending on age, physical disability, or time of day. It is easy to see how traditional service quality indicators, such as geographic coverage or bus route frequency only provide part of the system performance picture.

These distinctions can in many cases explain the choice between transit and other modes, particularly for trips within San Francisco, and are therefore very important to consider in attempting to measure system performance. This is so because in measuring performance we are measuring the ability of the system to satisfy the transportation needs of all San Franciscans.

4. Uses of Multimodal Performance Measures

Multimodal performance measures will be used for the following purposes:

a. **CMP Conformance Determinations:** Link (roadway) Level of Service (LOS) will continue to be used for conformance determinations for the next year, while alternative measures are further developed and tested.

b. **CIP Amendments:** The Authority will evaluate the potential impacts of proposed CIP changes on the performance of the multimodal network. This information will be used as one of the factors in deciding Authority concurrence with such proposals. See Chapter 8 for further details.

c. **Deficiency Plans:** Only link LOS measurements will be used for deficiency determinations. However, other multimodal measures will be used in the assessment of future deficiencies, though predictive deficiency identification does not have conformance implications under current CMP law.

d. **Land Use Impacts Analysis:** It is expected that multimodal performance measures will be used for the analysis of impacts of local land use decisions on the CMP network, but the specific approach will be finalized pending further discussion with the Planning Department. Because the land use impacts analysis process is only advisory, the Authority expects to apply a number of performance measures to the analysis, to test their adequacy over time.

5. Methodology for Performance Evaluation

Consistent with state law, the 1995 San Francisco CMP distinguishes between two tiers of performance measures. Tier 1 includes roadway LOS plus three transit

A number of transit operators provide connections to and from points outside the city. Because of the predominantly suburban, low-density environment in which they function, which limits the amount and kinds of service they can provide, these operators have established significantly different standards from those that MUNI is expected to achieve in San Francisco. These differences are reflected in Table 5-A. The transit standards are essentially established policy and in most cases are taken directly from each operator's current Short Range Transit Plan.

d. **Interoperator Coordination:** This addresses the linkages between transit services provided by different operators (e.g., timed transfers at transit centers, joint fare cards, etc.), to facilitate the use of transit.

Senate Bill 602 requires that MTC, in coordination with the Bay Area's Regional Transit Coordinating Committee (RTCC), develop rules and regulations for fare and schedule coordination in MTC's nine-county Bay region. The SB 602 process, already under way for four years, is considered sufficient to meet the intent of CMP law regarding transit service coordination in the region. Compliance with the SB 602 process by MUNI and all other operators serving San Francisco will therefore constitute sufficient grounds for a finding of conformance with CMP transit coordination requirements.

5.5.3. Tier 2 Performance Measures

Three new multimodal performance measures will be considered and tested over the next 2 fiscal years. They include:

a. **Travel Time:** This measure addresses travel times between a set of origins and destinations (up to 20 pairs) in San Francisco. They will be measured for different modes, including private automobile and transit.

b. **Travel Options:** This measure will address actual alternatives for trip making. It will focus on the investigation of alternatives for travel by transit (alternative routes, or combinations of routes), and the factors affecting them (such as street safety, topography, etc.)

c. **Travel Time Predictability:** This measure will address the ability of the transportation system to ensure that trip durations (by different modes) in San Francisco remain fairly constant over time.

These are significant variables in explaining people's choices of a mode of transportation within the city. They will be measured using a combination of field observations, transit timetables, street topography data, and statistics about neighborhood safety, demographic characteristics and transit route safety. Except for the field measurements, the rest of the information is collected routinely by different City departments and is readily available. The Transportation Analysis Database will be used to analyze the data.

Other variables such as person throughput, modal split, bicycle performance, and measures related to ferry service, (including non-commute and weekend) have been suggested and will be further considered. By February 1996, the Authority will, after consultation with City departments, confirm or modify the list of Tier 2 variables. Emphasis will be placed on variables that are relatively easy and inexpensive to measure while providing acceptably reliable results. Testing will start by April 1996, after testing design is finalized. Final Tier 2 measures for application to the performance evaluation process, will selected by December 1996.

5.5.4. Other Performance Measures

In addition to the measures described in sections 5.5.2 and 3 , above, there are a number of other measures that can provide further perspective on the performance of the transit system, particularly as relates to other providers in the industry. Table 5-B includes

Table 5-A

Transit Service
Frequency and Coverage Standards
MUNI

Frequency Standard

20-minute maximum headway on radial and cross-town lines.
30-minute maximum headway on community and feeder lines.

Coverage Standard

Walking distance to a route is a quarter mile of less.

AC TRANSIT

Frequency Standard

SERVICE TYPE	TIME PERIOD				
	Peak	Mid-day	Night	Owl	Weekend/Holidays
Transbay Express	30	--	--	--	--
Transbay Basic	15	30	30	60	30

Coverage Standard

AC Transit provides two levels of service to the Transbay Terminal in San Francisco. Transbay Express provides medium to high frequency peak-hour service between San Francisco and selected areas of the District where there is demand for transit services which BART cannot meet. Transbay Basic provides direct service between San Francisco and major East Bay areas that are not well served by BART; the service operates all day at a medium to high frequency on a local and/or limited stop basis.

Table 5-A (cont.)

CALTRAIN

Frequency Standard
30-minute headways during the peak
1 hour headways off-peak

Coverage Standard
The CalTrain system operates on a 46.9 mile route between San Francisco and San Jose, with some trains running farther south to Gilroy. There are 26 stations in the 16 cities that CalTrain serves, including four in San Francisco. Stations are spaced between 1.0 and 4.1 miles apart.

GOLDEN GATE TRANSIT

Frequency Standard

	TIME PERIOD	
	Peak	Base
SERVICE TYPE		
Commute Bus	--[1]	--
Basic Service Bus	30	60
Larkspur Ferry	30	2 hrs.
Sausalito Ferry	75	75

[1]For commute bus service, Golden Gate Transit's policy is to provide as many buses needed in order to meet demand.

Coverage Standard

Commute bus routes operate weekdays, in the peak travel direction, between residential areas in Marin and Sonoma Counties and the San Francisco Finance District and Civic Center.

Basic service routes operate all day, seven days a week, between the Transbay Terminal and Civic Center in San Francisco and various suburban centers within Marin and Sonoma Counties.

The Sausalito Ferry operates with one boat and can only provide service as quickly as it can travel back and forth between Sausalito and San Francisco, usually an hour and a half.

TABLE 5-B MEASURES OF TRANSIT SERVICE PERFORMANCE	
Performance Characteristic Addressed	**Performance Measure Proposed**
1. Efficiency	Cost per revenue vehicle hour
2. Efficiency	Cost per passenger
3. Efficiency	Cost per passenger mile
4. Efficiency	Rev. Veh. Hours per Employee
5. Effectiveness	Passengers per Rev. Vehicle Hour
6. Effectiveness	Passengers per Rev. Vehicle Mile
7. Service Reliability	Percent of scheduled runs missed
8. Service Reliability	Percent of scheduled runs on time

6. Work Program Items - Key Milestones

- Identify other Tier 2 performance measures through consultation with City departments - By December February 1996
- Finalize design and begin testing of Tier 2 multimodal performance measures - By April 1996
- Present annual performance report to the Authority Board - By June 1996.
- Select multimodal measures - By December 1996

the nature of travel (as in staggered work hours), as well as the choice of travel mode (as in transit and shared rides instead of solo driving).

The requirement for local jurisdictions to consider parking cash-out programs as part of their trip reduction efforts, a 1992 addition to the original CMP legislation, aims at institutionalizing the notion of balance between the level of subsidy for different modes of transportation. Free parking at the work site, a traditional attribute of most employment opportunities (except in the urban core), is to be reconsidered. Transportation cost is redefined as a kind of employer-paid benefit, and employees can choose to use their transportation allowance to, for instance, pay for parking at the work site, pay for transit fare, or to buy into a vanpool. Charging the users the true cost of parking, it is argued, makes other options economically thinkable, and possibly even more attractive than driving alone. Issues of equity, feasibility and timing of implementation remain to be addressed, especially in suburban locations where transit service is usually not in place or must first be vastly improved before it can become a viable commute option. The City's parking policies, including a 25% tax on all off-street parking, are geared to discourage access into downtown by single occupant vehicle.

3. City Policy Framework

While San Francisco does not have an official citywide Trip Reduction Ordinance, over the last two decades the City has adopted a variety of policies designed to discourage travel by single-occupant automobile and promote other transportation alternatives. As a result the City was able to accommodate unprecedented growth in travel demand without significantly increasing investment in highway and street capacity expansion. In 1973, the City Planning Commission and the Board of Supervisors adopted a policy giving priority to transit vehicles on certain "transit streets". Over the next twenty years this action evolved into a set of strategies and policies known collectively as the City's "Transit First Policy". Transit First is San Francisco's pioneering and comprehensive response to the need for trip reduction and travel demand management. The City's Transit First Policy is documented in three different sources: the Transportation Element of the City's Master Plan; the Planning Code; and other City ordinances.

The following sections describe in detail the Master Plan's objectives and policies which focus on the Transit First policy. City Planning Code and other City ordinances intended to implement this policy are also discussed. Following that, a section of this chapter discusses policies intended to reduce travel demand by addressing the balance between housing supply and employment growth. The final section examines the relationship of San Francisco's trip reduction policies to regional recommendations for Transportation Control Measures designed to achieve air quality objectives.

A. Objectives and Policies in the General Plan

The following objectives and policies of the Transportation Element of the Master Plan focus on the City's policy toward a **transit oriented solution** to growth in travel demand, as well as the City's comprehensive transportation planning approach, which discourages the use of the single-occupant automobile.

Objective 10 - Policy 10.1: **promotes the use of multimodal performance measures** to assess the performance of the transportation system, and places the emphasis on person throughput over vehicle throughput.

Objective 11 : **gives priority to public transit** as the means of meeting transportation needs, and calls for the coordination and linkage of regional and local transportation systems.

Objective 12: calls for the **development of transportation demand management programs** to help reduce the number of single occupant vehicle trips and thereby

Planning Commission can use discretionary powers to apply the rate structure to stand-alone garages.

Section 156(h) permits new parking lots within the downtown area only as temporary uses, for a two-year period, and requires a Conditional Use permit authorization.

Section 161 eliminates parking requirements for commercial uses in dense districts which are well served by transit, including downtown, Chinatown, and Jackson Square, and reduce parking requirements in other districts based on similar criteria.

Section 223(m-p) allows parking garages as principal land uses in districts zoned C-3 (downtown commercial/office), but only by Conditional Use permit.

b. Transportation Management Programs and Transportation Brokerage Services

The purpose of these programs is to ensure that adequate measures are taken to minimize the transportation impacts caused by employment growth at major job centers. The program is carried out by facilitating the use of transit, promoting ridesharing, and by otherwise encouraging reductions in commute travel by single-occupant automobile.

Section 163 of the Planning Code establishes a requirement for Transportation Management Programs (TMP) and Transportation Brokerage Services (TBS) for office buildings in the greater downtown area (C-3 districts) and the South of Market area. The Planning Code defines C-3 as the zoning districts in the downtown area that allow major office, retail, commercial and downtown support developments. Outside of the downtown area, these programs apply to office and commercial-industrial districts and to certain retail developments within the Mission Bay Specific Plan area. Although not categorically subject to a specific Planning Code requirement, major institutions (e.g., hospitals and universities) subject to institutional master plans can also be required to provide on-site TMP and TBS, depending on the magnitude of development and anticipated transportation impacts. These requirements are imposed when an institution requests approval of building permits pursuant to its Institutional Master Plan.

b.i. General Program Requirements.

New buildings above 100,000 square feet of gross floor area in the C-3 districts in the downtown area, and above 25,000 square feet of gross floor area in the South of Market area, are required to provide on-site TMP and TBS for the lifetime of the project. The TMP and the TBS requirements are established in the Developer's Manual, entitled "Transportation Management Programs in Greater Downtown: Developer's Manual for Procedures and Performance Criteria".

Major institutions subject to the institutional master plan procedures are encouraged to provide on-site TMP and TBS. The TMP and TBS guidelines for institutions are established in a report entitled "Transportation Management Program Reporting Requirements for Institutions".

In the Mission Bay Plan, office and commercial-industrial developments of at least 50,000 square feet are required to provide on-site TMP and TBS for the lifetime of the project, and to participate in a TMP developed and implemented for the area as a whole. Certain retail projects of at least 15,000 square feet are

the pricing of parking to the allocation of parking spaces.

b. Transportation Brokerage for day-to-day administration of the institution's TSM programs. Overall program marketing, transit pass sales and promotion, ridematching, and biennial administration of surveys regarding employee commute habits are all examples of transportation brokerage functions.

b.iii. Mission Bay TMP and TBS Requirements

Requirements for TMP and TBS in Mission Bay generally follow those established for C-3 districts in the downtown area, but with specific provisions as stated in the Specific Plan.

b.iv. Transportation Management Association (TMA)

The Transportation Management Association of San Francisco was established in 1989. The TMA is an association of building owners and managers that coordinate and facilitate implementation of the TSM programs. Presently there are 65 buildings in the greater downtown area with TSM requirements. About 46 buildings have joined the TMA organization.

B.2. The Transit Impact Development Fee

"The Downtown Transit Impact Development Fee" ordinance was enacted in 1981. Under this ordinance, all new or converted office spaces in the downtown area are required to pay the City a $5.00 fee per square foot, to help defray the cost of providing transit services to accommodate the trips generated as a direct result of the new development over its useful life. New office development creates new work trips, which add to the already heavy utilization of the transportation system in the downtown area during peak periods. Given the lack of slack capacity at those times, the increased ridership must be addressed through increased MUNI service frequencies. In ten years of implementation, the fee has generated approximately $71 million, which are used to partially defray these costs. Appendix 4 contains a copy of this ordinance.

B.3. Other City Ordinances and Initiatives

To improve the transit system and to encourage the use of public transit, and high occupancy vehicles, the following actions have been approved and implemented in the City:

a. A Transit-preferential street program has been established to give priority to transit vehicles where conflicts with auto traffic occur, and to reduce transit delays. In addition, bus-only lanes have been designated (generally for peak periods only) on twelve streets in the downtown :

Sutter Street - Sansome to Gough
Post Street - Gough to Grant
Geary Street - Kearny to Gough
O'Farrell Street - Franklin to Powell
Mission Street - Main to 11th
4th Street - Berry to King
First Street - Market to Howard
Fremont Street - Mission to Market
Stockton Street - Tunnel under Bush St. to Geary
Sacramento Street - Drumm to Larkin
Clay Street - Powell to Front
Starr King - Gough to Franklin

b. Exclusive Rights of Way have been established for cable cars on Powell Street from Market to Ellis, California to Sutter, and the northern half block from Francisco to Bay, and for streetcars on

4. Housing And Employment Balance

Downtown San Francisco has the largest concentration of commercial activity and employment in the Bay Region. Much of the downtown employment growth occurred in the 1970-79 period. During that time about 100,000 new jobs were created and about 11,300 net new residential units were built in the City. For each 100 new jobs created in the city about 11 net new residential units were built during this period. This attracted many new workers from the region and significantly increased the number of suburban commuters into the City.

During the 1980's the rate of downtown employment growth has decreased. At the same time, compared to the previous decade, more housing units have been built relative to the amount of employment added. This has resulted in fewer commute trips per new job created. During the 1980-1989 period about 14,100 new jobs and 12,250 net new residential units were created in the City. This works out to about 87 net new housing unit built for every 100 new jobs created during this period.

It has also been the City's policy in recent years to promote new housing in conjunction with new developments. Presently there are established housing requirements for new office buildings in the downtown area. Section 313.3 of the Planning Code, the Office/Affordable Housing Production Program (OAHPP) imposes housing requirements for buildings above 25,000 square feet of office space. Under this Section the project sponsor is required to either build housing at a rate of 38.6 units per 100,000 square feet of office, or pay $7.20 per square foot to a housing developer to construct housing, or pay an in-lieu fee to the city-wide Affordable Housing Fund. OAHPP requires 62 percent of the units to be allocated for low or moderate income housing.

Extensive rezonings undertaken in the city during 1980's have also actively promoted new residential development. The Downtown Plan, as well as the plans for Rincon Hill, North of Market, Chinatown, Neighborhood Commercial, Van Ness Avenue, and South of Market, all have measures to retain and increase residential development. The Mission Bay project alone will add 8,520 new residential units in conjunction with the commercial development.

5. Relationship Of Travel Demand Management Activities To Air Quality Improvement Efforts

A. Transportation Control Measures

Under the California Clean Air Act (CCAA), all regions of the State that do not attain air quality standards fall under one of the following three designations for ozone: moderate, serious, severe, or extreme; and under either of two designations for carbon monoxide: moderate or serious. Timelines for projected attainment of air quality standards are associated with each designation. The Bay Area is considered a serious non-attainment area: projections for 1997 show that the region will be unable to meet air quality standards for carbon monoxide, reactive hydrocarbons and nitrogen oxides irrespective of the strategy used. All non-attainment areas classified as severe are also required to reduce pollutant emissions by five percent per year. If this is not possible they are to implement all "feasible measures" to reduce emissions. The Bay Area also exceeds State standards for particulate matter, but is not required to meet these standards.

As required by the CCAA, in 1991 the Association of Bay Area Governments (ABAG), the Bay Area Air Quality Management District (BAAQMD) and the Metropolitan Transportation Commission (MTC), jointly prepared the Bay Area Clean Air Plan. In addition to the air quality controls proposed for the Bay Area to reduce the *amount of emissions* per vehicle for each mile driven (known as mobile source controls), there are also measures which seek to reduce the

San Francisco would not be subject to Rule 1 through 1995.

In March/May 1995, the Authority funded and conducted the 1995 Citywide Travel Behavior Survey (CTBS). The survey involved participation by more than 60 large employers (100 or more employees per work site), but it also targeted over 150 medium and small-size employers (less than 100 employees per work site) citywide. More than 10,000 responses were received and processed, making the CTBS the most exhaustive database of citywide work-related travel behavior in the City. The information has already been incorporated into the Authority's Travel Analysis Database, and will be used in Strategic Analysis Reports, system performance investigations, and other CMP-related studies.

For the purposes of the Rule, the BAAQMD has divided San Francisco into two zones where Zone 1 is the northeast quadrant of the City including Fisherman's Wharf, Chinatown, North Beach, the financial district, and the south of Market area. The rest of the City is in Zone 2. The results of the 1995 CTBS corroborate once again that Zone 1 continues to comply with the 1999 standards set by Regulation 13, Rule 1. The results indicate that Zone 2 has met the 1997 standards set by the Rule.

The passage of SB 437 (Lewis) by the Legislature in September effectively prohibits the imposition of employer-based trip reduction requirements unless called for in Federal law. This is expected to effectively eliminate the need for further demonstrations of compliance with average vehicle ridership (AVR) standards and other related requirements contained in Regulation 13, Rule 1. The Authority will continue to work with the BAAQMD, MTC, and the Bay Area Partnership to determine the extent of necessary changes to current trip reduction programs to comply with state law, and will coordinate with affected City Departments to amend the trip reduction element of the CMP and implement any necessary changes.

6. Work Program Items - Key Milestones

- Amend the trip reduction element as necessary to reflect changes introduced by the passage of SB 437 (Lewis) - By August 1996.

processes, but it analyzes it from a different perspective.

California Government Code Section 65089(b)(4) requires the land use program to assess the impacts of land development on "regional transportation systems". In the 1991 San Francisco CMP this was interpreted to mean impacts on the CMP roadway network. However, the new federal Intermodal Surface Transportation Efficiency Act (ISTEA), passed in 1991, explicitly requires the development of a metropolitan transportation system (MTS), including both transit and highways. The Metropolitan Transportation Commission has contracted with the San Francisco Transportation Authority, acting as congestion management agency to, among other activities, help develop the MTS and to use the CMP process to link land development decisions to impacts on the MTS. For purposes of the land use analysis program, the 1995 San Francisco CMP will use the San Francisco component of the MTS, but conformance with the roadway LOS standards will continue to be assessed using the CMP roadway network, which is a subset of the MTS.

3. Existing Setting

This section provides background on land use trends in the city. San Francisco established itself as the region's central city during the Gold Rush era. It has retained its role as the most concentrated center of employment as the region has evolved. San Francisco's peninsular location and small size, approximately 49 square miles, have forced a close relationship between the City's development patterns and its transportation network. There have been significant numbers of suburban commuters into the City for over a century. San Francisco has been able to maintain one of the highest percentages of transit use among U.S. cities because size constraints resulted in relatively high density development, and topography and geography limited access routes to and from the City.

In recent decades, an increasing amount of population and employment growth has occurred throughout the region. Back office, manufacturing, wholesale trade, warehousing, and general retail employment has grown faster in the East Bay and South Bay than in the City. However, San Francisco has remained the region's dominant employment center for middle and upper level office and administrative functions, specialty retail, and other jobs dependent upon direct transactional activities. San Francisco's daytime population is double its resident population, and about half of its 575,000 jobs are filled by suburban commuters. Transit and ridesharing currently account for about 76 percent of all commuter travel in the San Francisco downtown office district, which contrasts with 11 percent transit use for the entire Bay Area region.

During the 1980's, San Francisco actively promoted new residential development. Extensive revisions to the City's Master Plan and rezonings were undertaken. Each of these land use plans - the Downtown Plan, Rincon Hill, North of Market, Chinatown, Neighborhood Commercial, Van Ness Avenue, South of Market, and Mission Bay -incorporated measures to retain and enhance opportunities for residential development. In addition, housing development has been promoted by the policies of the San Francisco Redevelopment Agency in the Rincon Point/South Beach, Yerba Buena Center, and the Western Addition Redevelopment Plan Areas. Together, these policies have resulted in a net gain of over 8,500 housing units since 1985, which represents about a seventy percent annual increase in housing production compared to the previous fifteen years. In a regional context, San Francisco ranked fourth among Bay Area cities, behind San Jose, Fremont, and Santa Rosa, in the amount of new housing built since 1980.

4. Institutional Framework

This section describes the institutional parameters that frame the City's process for reviewing land development impacts on the transportation network. San Francisco is a Charter City and has a consolidated city and county government. An eleven-member Board of Supervisors serves as the legislative body

integral part of the environmental review process. Transportation impact analyses are mandated not only based on traffic increases which exceed specified thresholds but also are necessary whenever transit operations, pedestrian facilities, or loading needs may be adversely affected. Exacting published guidelines (Appendix V) detail a consistent methodology in the assessment of land use effects on the entire transportation system. It is a well-established procedure in the local approval process to require project sponsors to finance the mitigation of localized and areawide impacts expected to be generated by their projects. A Transit Impact Development Fee of five dollars per net new gross square feet for downtown office space is mandatory to offset the increased marginal costs for provision of additional peak period transit service. Mitigation by developers helps to defray the costs of public improvements needed as a result of land use decisions.

Long-range development potential and associated cumulative transportation impacts have been assessed in conjunction with land use plans and rezonings for many areas of the City. Models have been developed for the Downtown Plan, South of Market, and Mission Bay EIR's to provide a comprehensive framework for the analysis of the effects of land use changes upon the transportation system of the greater downtown area. Sub-area modeling has also been used in conjunction with land use rezonings for Chinatown and Van Ness Avenue. Potential transportation impacts generated by new development proposals are assessed within the cumulative framework for each sub-area which has been modeled.

b. Comparison of Local and CMP Impact Analysis Levels

The emphasis of the CMP land use impacts analysis program is on addressing system-level impacts typically not discussed in depth as part of the local impacts analysis process. As described above, San Francisco has made considerable efforts in developing a comprehensive framework for transportation impacts analysis, particularly because of the scale and pace of development experienced over the last three decades. However, further effort will be necessary to adapt the City's analysis process to the requirements of CMP law. For example, no citywide model which integrates land use with the entire transportation network currently exists for San Francisco. The current land use impacts analysis method therefore cannot accurately assign impacts associated with San Francisco development to the regional transportation network beyond a certain distance from the proposed development, and generally not beyond the city's boundaries. Similarly, while there is considerable fragmentary evidence that through traffic increasingly contributes to congestion, it is not currently possible to identify the magnitude of the effects of development elsewhere in the region upon San Francisco. The City does have access to travel demand forecast data produced with the computerized regional travel demand model developed by the Metropolitan Transportation Commission, but the data is of limited use. For a discussion of currently available travel demand forecasting models and their applicability to San Francisco's needs, please refer to Chapter 10.

c. CMP Land Use Impacts Analysis - Methodology Development

To ensure compliance with state and federal mandates regarding congestion management, the Authority must develop and adopt a methodology for analysis of impacts of land use decisions on the regional transportation network. As stated above, this method should be a refinement of the current process used by the city, and it should build as far as

planning and operational responsibilities will retain its current roles. The Authority will play a central role in developing closer coordination among the departments and in integrating transportation and land use functions as part of the CMP process.

7. Work Program Items - Key Milestones

- Finalize Draft Land Use Impacts Analysis Guidelines - By April 1996
- Adopt Land Use Impacts Analysis Guidelines - By June 1996

mechanism and as a programming framework, including a re-programming feedback loop, to ensure that changes are incorporated promptly, and that the information is always current. This kind of flexibility is essential to deal with San Francisco's complex and dynamic transportation funding program. The legislation does not provide guidance as to whether the 7-year period alluded to in the context of the CIP is a programming period or a project delivery period. The fact that programming transportation funds through the State Transportation Improvement Program (STIP) also follows a 7-year cycle gives weight to the interpretation that the CIP's 7-year period is a programming horizon. It is clear, however, that the effectiveness of the CIP (i.e., its impact on system performance) must be evaluated against the anticipated timelines for actual delivery (i.e., completion) of transportation projects and services. For projects programmed in the second half of the 7-year CIP, those delivery timelines will likely extend beyond the 7-year programming period.

3. Transportation Investment and System Performance

One of the key purposes of the CMP, as reflected by the legislation, is to establish a link between transportation investment and system performance. In fact, the 9-cent-per-gallon state fuel tax increase became politically viable in 1989 only after it was coupled with a requirement for congestion management programs. This was the Legislature's way to reassure Californians that the new revenues would be spent in ways that would make a tangible difference in people's level of mobility. Specifically, the legislation established the requirement for a 7-year Capital Improvement Program clearly intended to help maintain or improve operating conditions on the transportation system.

Furthermore, state law establishes that if the CMA finds a local jurisdiction to be in non-conformance with the CMP, the State Controller must withhold revenues from the 9-cent per gallon gas tax increase (Sections 65089.5 (b)(1) and 65089.2 (c)(1)), and the MTC cannot program (federal) Surface Transportation Program funds or Congestion Mitigation and Air Quality funds to transportation projects in that jurisdiction. With this requirement, the emphasis on system performance is effectively linked to the power of the purse: while transportation investment can be used to address a number of goals, such as community redevelopment, urban beautification, safety, and the like, the CMP *must* focus on transportation system performance, and the CIP must identify improvements that maintain or improve system performance, or the county risks a finding of non-conformance and potential loss of transportation funding.

The changes to CMP law introduced by AB 1963 in 1994 have further emphasized the focus of the CMP on performance by mandating a new "Performance Element", which replaces the Transit Element. Reaching beyond the roadway-oriented approach of the original CMP language, the new legislation requires that the Performance Element apply to a *multimodal* system which is concerned with transit, shared ride, bicycle, pedestrian and other types of trips in addition to those taken by single-occupant automobile. (For more details on this topic, please see Chapter 5.) In particular, section 65089(b)(2) explicitly requires that multimodal performance measures developed as part of the Performance Element be used to inform the decisions about the composition of the CIP.

To be sure, the CIP is not the only factor affecting system performance. Other key factors influencing the performance of San Francisco's multimodal CMP network are: land use decisions, trip reduction programs, and system operations decisions. Land use decisions and trip reduction programs affect the *demand* for transportation: development decisions result in new trips or in changes in trip patterns, and trip reduction programs hopefully result in elimination of some single-occupant automobile trips and in changes in travel behavior which affect the level and patterns of utilization of the transportation system. But the CIP is a key determinant of system performance because it can directly affect the *supply* of transportation infrastructure in the city. Because the CMP

the countywide transportation plan. Until a countywide plan is developed, the Authority will continue to develop the CIP project priorities based on its analysis of need, system performance, and programming and funding strategy.

5.2. Relationship to the Proposition B Strategic Plan

Proposition B is the half-cent local sales tax for transportation, approved by San Francisco voters in 1989. Prop. B, as presented to the voters, includes an Expenditure Plan detailing specific projects which are eligible for the new sales tax revenues. The Proposition will be in place for 20 years from the date of inception. It is expected to generate close to $1 billion for transportation projects in San Francisco. The significance of these revenues is that they are used, in part, to provide the matching funds required to attract state and federal dollars. Depending on the funding program, the proportion may be as low as 11.5% local to 88.5% federal. This is the "leveraging" effect of the Prop. B dollars. In addition, some Prop. B revenues are used to pay entirely for certain projects which are of local interest but do not compete well for state or federal funding.

The Prop. B Expenditure Plan did not earmark all transportation sales tax revenues to specific projects. Rather, it established four categories of investment and attached mandatory percentage shares of total Prop B revenues, as shown below:

Transit	60%
Streets & Traffic Safety	30%
Paratransit	8%
Transportation Systems Management (TSM)	2%

In order to achieve these goals while maximizing San Francisco's ability to leverage state and federal dollars, the Authority developed the first Prop. B Strategic Plan in 1993, and updated it in 1995. The Strategic Plan established a requirement for 5-year investment plans from City Departments requesting Prop. B funding for their projects. This requirement is intended to provide the Authority with an accurate picture of anticipated transportation funding needs, which are then reconciled with expected revenues to arrive at the most favorable financial strategy for San Francisco's transportation program.

While the 9-year Prop. B Strategic Plan is designed to identify the best possible funding and financing strategy for San Francisco's transportation program, and while the Departments 5-year plans are designed to provide a picture of investment need in each transportation area (transit, roads, etc.), the CIP, because of its focus on system performance, serves as a framework for analysis of trade offs among proposed transportation projects which receive Proposition B and other funds. Beyond the analysis of funding feasibility or financial strategy, *the CIP ensures that the proposed investments will result in tangible improvements in mobility* for people using San Francisco's multimodal transportation system. The CMP's overriding emphasis on mobility improvement may from time to time trigger adjustments to the Prop. B Strategic Plan.

5.3. Relationship to the RTP

The Authority, as CMA, provides input to the Metropolitan Transportation Commission (MTC) for the periodic updates of the Regional Transportation Plan (RTP). State law provides that where countywide transportation plans have been developed, they will be used by MTC as a basis for RTP assumptions for that county. In the absence of a long range countywide plan, the CIP, complemented by the Proposition B Strategic Plan, serves as a main indicator of transportation investment priority trends in San Francisco.

5.4. Relationship to the RTIP

Pursuant to state law, the CIP list of projects is used by MTC in compiling the biennial Regional Transportation Improvement Program (RTIP), which in turn feeds into the State Transportation Improvement Program (STIP) and the Federal Transportation Improvement Program (TIP). Under state law, projects

Exhibit 8-A
Transportation Programming Roles and Responsibilities

A. City Departments

1. Prepare plans, prioritize capital improvement programs and financial plans on an annual basis
2. Use financial constraints and strategies imposed by external agencies plus those agreed to by the Authority and Departments for various funding sources
3. Revise financial plans at regular intervals, to reflect changes in project scope, budget or schedule, and changes in funding projections
4. Process CIP Amendments through the Authority, and obtain Authority Board approval or administrative review before submittal of new information to outside agencies
5. Check eligible project list consistency with the San Francisco Master Plan before adoption by Authority Board. (Performed by the Planning Department)
6. Make prioritization recommendations at the time of eligible project consistency review.
7. Planning Department assessment of priorities based on the Master Plan

B. Authority

1. Develop, adopt and update the CMP and its CIP
2. Process CIP Amendments according to the established procedures
3. Input into the MTC, and state and federal agencies process for the preparation and updates of the Regional, State and Federal Transportation Improvement Programs (RTIP, STIP and TIP).
4. Provide Prop. B revenue estimates and advise on financial strategies
5. Develop Strategic Plan updates to respond to revisions in Department capital and financial plans and to reflect CIP Amendment decisions
6. Notify outside programming agencies of decisions on CIP Amendments
7. Program the local (40%) portion of the AB 434 clean air funds

PROCESS AND PROCEDURES

6. The Authority's Capital Priorities Programming Process

Figure 8-1 describes the Authority's Capital Priorities Programming Process. Because of the Authority's combined role as Prop. B administrator and CMA, this process, though focused on funds that are required by state law to be programmed through the CMP, also incorporates Proposition B strategy.

The process starts with an evaluation of transportation demand or need, as evidenced by two general categories of information: programming requests from City Departments and other transportation agencies; and data about expected travel patterns and monitoring of system

performance. At the center of this evaluation are the CMP's multimodal system performance standards, which provide guidance on what constitutes an *acceptable* level of mobility, for example: should the level of service on the roadway network be set at "E" (congested) or at "B" (almost free-flow), or should transit service headways be 20 minutes or 5 minutes.

The multimodal performance standards are a *policy* decision, arrived at by weighing what kinds and amounts of transportation we would *like* against how much of it we can *afford*, and against other competing policy objectives (such as air quality or other environmental or community impacts). This requires coordination with Master Plan goals and objectives and it necessitates periodic consultation with MUNI and other transit providers serving San Francisco, to ensure that the established standards are realistic and can be met. The Authority's Capital Priorities process takes into account those standards, as well as current information from the Authority's own monitoring of project delivery (to further understand potential impacts on system performance), and draws up a list of transportation investment priorities that considers Prop. B financing strategy, regional prioritization criteria (to ensure that San Francisco projects will compete well for state and federal funds), and adjusts the list to revenue projections for Prop. B and state and federal funding sources. The result is the recommended CIP list, which is adopted by the Authority Board and submitted to MTC.

The CIP list then enters the regional prioritization process, where San Francisco projects compete with projects from the other eight Bay Area counties for state and federal funds. The result of this process is a final regional priorities list, which is adopted as part of the Regional Transportation Improvement Program (RTIP) which, in turn, becomes the basis for the State Transportation Improvement Program (STIP) and for the federal Transportation Improvement Program (TIP) for California. San Francisco projects included in the STIP and TIP will then be ready to receive state and federal funds. It must be noted that the programming of projects considered regional, such as certain BART projects, can be initiated at the regional level (MTC).

At this point, there is an important feedback loop that takes place as part of the Authority's programming process. Programming documents and performance standards will need to be adjusted to reflect the projects that did *not* receive funding. For example, if a project in MUNI's Short Range Transit Plan (SRTP) does not receive federal funds, it may become infeasible, or it may require a change in the Authority's Strategic Plan to devote more Prop. B funds to close the gap left by the lack of federal funds, and it may require re-prioritization or rescheduling of other MUNI projects to ensure that system performance is maintained. On a broader scale, it may require revisiting Master Plan policies as well. This feedback loop is therefore an essential step to reconcile transportation investment and transportation system performance.

6.1. CIP Development - Schedule

6.1.1. Programming of CMP-Based Funds

For funding sources subject to programming through the CMP by state law, the CIP development process follows the biennial CMP cycle. Pursuant to regional agreements, development of the CIP is ideally tied to the development of the STIP and the TIP. It starts with a call for projects, issued by the Authority, as CMA, around September/October of the first year of the cycle.

Project sponsors submit applications in the regionally developed standard format for state Flexible Congestion Relief (FCR) and federal STP and CMAQ funds. Project sponsors are responsible for scoring their proposed projects according to the rules detailed in the application packet. Project sponsors typically have about two months to complete this step. The Authority screens

which transit operators in the region make programming applications which are then ranked in a regional master list, by funding source. The development of the 1997-2004 priorities began in October 1995. Adoption is expected around June 1996.

b. Proposition B Funds: These are the half-cent sales tax revenues collected for specific transportation expenditures in San Francisco. The Authority administers this process through the development of a Strategic Plan for the commitment of Prop B funds. The Strategic Plan contains a nine-year projection of the likely commitment of sales tax funds, and it includes projections of the expected regional, state, and federal transportation funds, which are used to estimate the commitment of Prop B (local) matching share. The Strategic Plan isupdated biennially, and it may need to be amended if significant discrepancies appear between what was originally programmed in the Plan, and the actual level of Prop. B project funding requested at any given time. The Plan is based on information contained in departmental transportation capital plans submitted to the Authority on an annual basis. These capital plans provide information not only about the anticipated demand for Prop. B funds, but also about preliminary programming of other local funds. The first update of the Strategic Plan is expected to be adopted by the Authority in October 1995. Preparation of the next update will begin in late 1996.

7. CIP Review and Amendment Procedures

Changes to the CIP project list, that need to be processed outside the biennial CMP updates, are subject to administrative review and in some cases must be approved by the Authority Board through CIP Amendments.

7.1. Applicability

The previous sections describe the central role of the CMP in establishing standards and measuring or otherwise assessing the performance of the multimodal transportation system, and the role of the CIP in helping to maintain that level of performance. Any proposed changes to projects included in the CIP must therefore first be assessed by the Authority, for potential effects on the performance of the multimodal transportation system. This requirement applies to changes in the scope, schedule, or programming package for all CIP components, as described in Section 4: "CIP Components." Because project viability can be affected by changes in any component of its funding package, the requirement for Authority review applies to all funding components of CIP projects, whether they are directly programmed by the Authority or not.

The Authority's review process applies not just to proposed programming changes to the CIP, but also to initial programming applications for funds not directly administered by the Authority, but which are part of the CIP (see Section 4). Note that this requirement applies to the programming of funds, not to applications for receipt of already programmed funds (also known as "grant applications"). This is true unless the grant application introduces changes in programming.

7.2. Kinds of Amendments

There are two kinds of CIP Amendments: policy level and administrative level.

7.2.1. Policy-level CIP Amendments

These apply to changes that are deemed by the Authority to be significant enough that they have the potential to affect the performance of the multimodal transportation system.

Policy-level CIP Amendments are required for all programming or schedule changes to CIP projects where the change will affect the scope of the project, or the year of delivery (completion) of the project, or the amount or availability of operating funds for that project, or the year of programming of Authority-programmed funds for that project, or the fund source designation or any other aspect of the funding packet requiring action

to filing there applications with those programming agencies.

The Authority's intent is not to question the priorities of City departments, or to suggest different projects (particularly regarding applications for new programming), but rather to evaluate their programming requests for impacts on multimodal system performance and for impacts on Proposition B and overall CIP strategy.

7.4. The Authority's Review Process

The sections below detail the Authority's process, which includes an initial administrative level review, to determine the need for further application information as well as to suggest the appropriate level of CMP Amendment required. This is followed by detailed, concurrent reviews for programming and performance implications. The process also calls for discussions with project sponsors to resolve any issues identified by the Authority's review, and establishes basic procedures to ensure disposition of the requests for review within a reasonable period of time.

7.4.1. Application In-take Review

Upon receipt of an application for programming changes, the Authority will perform an initial staff-level review. Within ten (10) working days after receipt of the application, the Authority will communicate in writing to the applicant the need for any additional information, necessary in order to further process the application.

Within (10) working days after receipt of all information necessary to complete the application, the Authority will issue a *letter of initial findings*, notifying the applicant in writing about the level of CIP Amendment required.

If the Authority finds that a policy-level CIP Amendment will be required (involving Authority Board action), the communication will include:

- a schedule for Authority Board approval
- a preliminary list of unresolved conformance or consistency issues identified in connection with the application; and
- a proposed cause of action for resolution of these issues, including, at least, consultation and joint efforts with the applicant

7.4.2. Detailed Review

Unless otherwise specified in the proposed schedule for resolution of issues, within ten (10) working days after issuance of the letter of initial findings, the Authority will complete a detailed review of the application. The detailed review will include two components: a programming review, and a performance review. To expedite the process, both reviews will be carried out concurrently at the Authority. The conclusions from the detailed review will form the basis for an administrative finding of concurrence or for a recommendation to the Authority Board, as appropriate.

A. Programming Review

The programming review will be performed jointly by the office of the Director of Plans and Programs and the office of the Director of Congestion Management, to evaluate issues of Proposition B Strategic Plan consistency and CMP CIP conformance.

Programming Review Criteria

The evaluation of impacts of proposed programming changes on the CIP (including the Prop. B program) is structured to provide information about three key strategic programming and fiscal policy factors for the Authority:

a) **Cost of Money.** The analysis will address questions such as: does the proposed change limit availability of funding by Prop. B category or by state or federal funding source? does it require or bring the Authority closer to the need to bond in order to deliver the Prop. B program? does it otherwise affect other CIP funding

(e.g., will it adversely affect off-peak transit riders vs. drivers?, or local vs. through trips?)

e) **Subarea Impacts.** The analysis will address questions such as: is the proposed programming change likely to result in disproportionate adverse impacts to system performance for one subarea of the city vs. the others?

7.4.3. Disposition of Amendment Requests

For Administrative-Level Amendments
If the outstanding issues identified during the review process are resolved, the Authority will issue a *letter of concurrence* with the proposed programming change. If there is no resolution within 30 days of the issuance of the *letter of initial findings*, the request will be scheduled for Authority Board consideration at the next meeting.

For Policy-Level Amendments
If there are no outstanding issues identified during the review process, the item will be scheduled for Authority Board action at the next meeting, with a recommendation for approval. If the review process identifies issues, and they are not resolved within the time frame specified in the Authority's *letter of initial findings*, the Authority will establish a schedule for final resolution of these issues, and invite the pertinent programming agencies to facilitate the process. The findings and recommendations from this process will be agendized for Authority Board action on a schedule determined by the Executive Director.

7.5. Adjustments to Prop. B Strategic Plan

As part of the evaluation process for all CIP Amendments, the Authority will explicitly consider and recommend adjustments to the Prop. B Strategic Plan and to the AB 434 program, to maintain consistency. Such adjustments will be scheduled for Authority Board action together with the corresponding CIP Amendments.

7.6. Notification of Programming Agencies

The Authority will notify the pertinent regional, state, or federal agencies, in writing, within 5 working days of Authority Board action on policy level CIP Amendments, and/or staff-level approval of Administrative-Level CIP Amendments.

8. Program Overview

Table 8-A lists CIP improvements for the seven-year period covered by the 1995 San Francisco CMP. Programming for these projects is reflected in the 1995 Update of the Proposition B Strategic Plan, as well as in the August 1995 version of the 1994 State Transportation Improvement Program (STIP) and in the 1995 (Federal) Transportation Improvement Program (TIP). The list includes transit, bicycle, pedestrian, waterborne transportation and roadway improvements funded with a variety of local, regional, state and federal transportation sources. San Francisco's program is truly multi-modal, with the majority of funds going to transit, pedestrian and bicycle projects. (For detailed information on these projects please refer to Volumes I and II of the 1995 TIP.)

Since the inception of the AB 434 (Vehicle Registration Fee) program in 1992, the Authority has programmed a total of $1,417,775 to eligible San Francisco projects. These funds are devoted to projects that improve air quality. Highlights of the AB 434 program include significant commitments to alternative fuel vehicles, ridematching activities, shuttles to special activity centers, and a teleconferencing center at the Public Defender's office.

8.1. Transit Program

The current (1993) CMP prioritized transit projects worth $27 million to be added to the last two years (FY 1999-2000 and 2000-2001) of the current seven-year program. A large share of the proposed $27 million is

completed in early 1996. The project's scope has been modified to obtain approval for a master plan of the Downtown Ferry Terminal (drawing attached). The project scope entails: provision of a second, publicly accessible landing facility, gangway and trestle to the south of the Ferry Plaza, construction of a "essential deck" (a design capable of withstanding a major earthquake and remaining functional) structure connecting the landing facility to the Ferry Plaza (which is also an "essential" structure) relocation of the north publicly accessible landing facility (south of its present location), construction of an "essential" deck structure connecting the landing facility to the Embarcadero, restoration of the central concourse in the Ferry Building providing a direct connection from the Embarcadero to the ferry landing facilities, and fabrication of signs, railing, lighting, benches, trash can, and other pedestrian amenities throughout the project area.

The Port in cooperation with the Planning Department is in the process of developing a Transportation Element for the Waterfront as part of the implementation of The Waterfront Plan. As part of the plan a number of CIP projects will be developed and amendments will be submitted to the CIP at that time. The project does use Proposition 116 funds (Clean Air and Transportation Improvement Act), but also includes grants from Section 1064 (FY 93 and 94) the Ferry Boat Discretionary Fund under ISTEA, and the Transportation Enhancement Activities (TEA) fund (FY 94). Proposition 116 funds will provide the local match for the federal grants.

The Waterborne Program should also be expanded to support the concept of a water taxi system (included in the City's Transportation Element and the Port's Draft Waterfront Plan). The Program could also support the implementation of a hovercraft shuttle from the Ferry Building to the San Francisco International Airport and the Oakland International Airport (mentioned in the San Francisco Airport Masterplan and Environmental Impact Report).

8.4. Bicycle and Pedestrian Program

The 1995 CMP includes funds for the Lake Merced Bikeway, as well as for downtown pedestrian alleys and sidewalk widenings.

The bicycle program is intended to implement projects that facilitate commuting by bicycle. A main feature of the program involves the restriping of wide right lanes on bicycle commute streets to provide a higher margin of safety for bicycle users. All streets proposed for restriping are included as Commute Bike Routes in the Transportation Element of the City's Master Plan.

The City has received funding for the bicycle program out of several sources, including $263,000 from the first cycle of Proposition 116 funds, to be used for curb lane widenings. In addition the second cycle of Proposition 116 has provided $285,000 for the Valencia Street Bikeway and $85,000 for installation of bicycle commute route signs. The City is matching these grants with TDA Article 3 funds. In addition the Authority is providing $200,000 to fund the development of a comprehensive Bicycle Plan and a Spot Improvements program. Other funds for bicycle projects include about $60,000 in AB 434 funds for bicycle lockers, about $20,000 in TDA funds for a bicycle safety program, and about $30,000 in TDA funds for a bicycle retrofit of the Caltrain.

LEAD	PROJECT_PR	BART Cap 187	HBRR	ER	EEM	General Fund	HES	Off St. Parking	PVEA	RR Grad Crssng	Reg. Meas 1	Seismic Bridge	SFMRIC	STA	SLTPP	State Gas Tax	TDA Capital
BART	A&B Rail Car Rehabilitation																
BART	BART A/B Car Rehabilitation																
CALTRAN	Doyle Drive Reconstruction (ROW)																
CALTRAN	TOS/101 (County line to I-280)																
CALTRAN	TOS/101 County line to I-280)																
CALTRAN	TOS/101(County line to I-280)																
CALTRAN	TOS/280 (County line to 101)																
CAO	Purchase of Eleven CNG Vehicles																
CAO/CEC	HOJ Shuttle / CNG Conversion																
CMA	ISTEA Planning & Programming Activities																
DCP	Downtown Ped. Proj. - Planning																
DCP	Pedestrian Connections & Transit Access																
DCP	Transit Preferential Streets - Planning																
DCP	Transportation Brokerage Program																
DCP	Transportation Management Assoc. Program											15,000					
DPT	Army Street Circle																
DPT	Army/Caesar Chavez St. Widening																
DPT	Bayshore Blvd./101 Offramp																
DPT	Bayshore Blvd./101 Weaving Ramp																
DPT	Bicycle, Ped., Elderly, & Disab Access. - "Spot"																
DPT	Bicycle, Ped., Elderly, & Disab Access. - Bicycl															1,400	
DPT	Candlestick Park Short-Range Traffic Impr.																
DPT	Congestion Responsive Signals																
DPT	Curb Ramps/Cuts														1,000		
DPT	Curb Ramps - (from TIP)																
DPT	Emergency Vehicle Signal Pre-emption																
DPT	Hunters Point Industrial Connector																
DPT	Lake Merced Bikeway																
DPT	Lincoln Way Signal Interconnect																
DPT	Monterey Blvd. Reconstruction																
DPT	New Signal: Alemany/Mt. Vernon														80		
DPT	New Signal: Clay/Powell														80		
DPT	New Signal: Divisadero/Page																
DPT	New Signal: West Portal/Vicente														64		
DPT	New Traffic Signals																
DPT	Potrero Avenue																
DPT	Raised Reflective Lane Markings																
DPT	Signals Upgrading																
DPT	Sterling St. HOV Lanes on E. Bound App.																
DPT	Street Name Signs																
DPT	Third Street Median Island																
DPT	Traffic Control Signals																
DPT	Traffic Engineering Equip.																
DPT	Traffic Video Surveliance Demo																
DPT	Valencia St. Bikeway																
DPT	Van Ness Responsive Left Turn Lanes																
DPW	19th & Holloway Safety Imp. (A&B)																
DPW	Bernal Heights St. System Upgrading																
DPW	Bicycle, Ped., Elderly, & Disabled Access. - Cur														3,205	1,780	
DPW	Bicycle, Ped., Elderly, & Disabled Access. - Pe																
DPW	Curb Ramp Reconstruction																

Fund Totals for FY 96/97 to FY 02/03

	LEAD	PROJECT_PR	STIP No.	Prop B	STP-G	STP-R	CMAQ	FCR	PR_108	PR_116	Sect. 3 Fx Gdwy	Sect. 3 NwStart	Sect. 3 Bus	Sect. 9	TCI	AB434	AB664
52	DPW	Downtown Ped. Proj. - Fourth St. Widening															
53	DPW	Downtown Pedestrian Alleys															
54	DPW	Downtown Sidewalk Widening															
55	DPW	Embarcadero Roadway							7,727								
56	DPW	Planting & Maint. of Additional Trees		4,500													
57	DPW	Planting & Maint. of Existing Trees		2,100													
58	DPW	Railroad Track Removal/Repair		1,400													
59	DPW	Seismic Reinforcement		800													
60	DPW	Sidewalk Improvements															
61	DPW	Sidewalk Repair		4,425													
62	DPW	Street Repair & Cleaning Equip.		6,029													
63	DPW	Street Resurfacing		89,766													
64	DPW	Street Resurfacing Program													6,181		
65	DPW	Street Resurfacing - (TIP)				966											
66	DPW	T. P.S. Bus Lane Sign &Restriping.- (DPT)															
67	DPW	Transit P.S. - Castro St. Bus Bulb (DPW)															
68	DPW	Undergrnd Crossover Drive thr. Golden Gate Park															
69	GGT	Automated Schedduling/Ops. System															
70	GGT	Transfer Point Improvement (Phase I)															
71	GGT	Translink/Farebox Replacement															
72	JPB	Caltrain Locomotive Rebuild															
73	JPB	Key Station ADA Improvements															
74	JPB	Railcar Rehabilitation															
75	LHH	LPG Retrofit Program														57	
76	MTC	MTC Freeway Service Patrol															
77	MTC	RTSOP-II - Includin TTAP			135												
78	MTC	RTSOP-II - Including TTAP															
79	MTC	Travinfo															
80	MUNI	14-Mission Reconstruction -Phase 1															
81	MUNI	14-Mission Reconstruction -Phase 2															
82	MUNI	1401 Bryant Street Rehab.															
83	MUNI	19th Avenue Platforms	9066														
84	MUNI	24th & Utah Rep. (700 Pennsylvania)															
85	MUNI	Alternative Fuels Contingency															
86	MUNI	Bayshore Corridor Study		4,282													
87	MUNI	Bus Stop Improvements					836										
88	MUNI	Bus Stop Improvements - (TIP)				279	837										
89	MUNI	Cable Car Reconstruction (10)		223										4,847	582		359
90	MUNI	Cable Car Vehicle Rehab. - (TIP)												2,440			
91	MUNI	Capital Construction Fund		265,255													
92	MUNI	CMF															
93	MUNI	Data Processing/Office Equip.															
94	MUNI	Data Processing/Office Equip.- (TIP)												5,762			
95	MUNI	Environmental Health & Safety Imp.												2,509			
96	MUNI	ETV Signal Pre-emption					755										
97	MUNI	Ext. to Muni Rte. 14 to Daly City															
98	MUNI	F-Line - Fishermans PCC Renovation															
99	MUNI	F-Line Streetcar - Embarcadero		3,784													
100	MUNI	F-Line Streetcar - Market St.		3,838													
101	MUNI	Facilities Master Plan															
102	MUNI	Ferry Terminal Expansion															
103	MUNI	Financial Capacity Study															

LEAD	PROJECT_PR	TSM	TIDF	TEA
DPW	Downtown Ped. Proj. - Fourth St. Widening			
DPW	Downtown Pedestrian Alleys			
DPW	Downtown Sidewalk Widening			
DPW	Embarcadero Roadway			
DPW	Planting & Maint. of Additional Trees			
DPW	Planting & Maint. of Existing Trees			
DPW	Railroad Track Removal/Repair			
DPW	Seismic Reinforcement			
DPW	Sidewalk Improvements			
DPW	Sidewalk Repair			
DPW	Street Repair & Cleaning Equip.			
DPW	Street Resurfacing			
DPW	Street Resurfacing Program			
DPW	Street Resurfacing - (TIP)			
DPW	T. P.S. Bus Lane Sign &Restriping.- (DPT)			
DPW	Transit P.S. - Castro St. Bus Bulb (DPW)			
DPW	Undergrnd Crossover Drive thr. Golden Gate P			
GGT	Automated Schedduling/Ops. System			
GGT	Transfer Point Improvement (Phase I)			
GGT	Translink/Farebox Replacement			
JPB	Caltrain Locomotive Rebuild			
JPB	Key Station ADA Improvements			
JPB	Railcar Rehabilitation			
LHH	LPG Retrofit Program			
MTC	MTC Freeway Service Patrol			
MTC	RTSOP-II - Includin TTAP			
MTC	RTSOP-II - Including TTAP			
MTC	Travinfo			
MUNI	14-Mission Reconstruction -Phase 1			
MUNI	14-Mission Reconstruction -Phase 2			
MUNI	1401 Bryant Street Rehab.			
MUNI	19th Avenue Platforms			352
MUNI	24th & Utah Rep. (700 Pennsylvania)			
MUNI	Alternative Fuels Contingency			
MUNI	Bayshore Corridor Study			
MUNI	Bus Stop Improvements			
MUNI	Bus Stop Improvements - (TIP)	36		
MUNI	Cable Car Reconstruction (10)			
MUNI	Cable Car Vehicle Rehab. - (TIP)			
MUNI	Capital Construction Fund			
MUNI	CMF			
MUNI	Data Processing/Office Equip.			
MUNI	Data Processing/Office Equip.- (TIP)			
MUNI	Environmental Health & Safety Imp.			
MUNI	ETV Signal Pre-emption			
MUNI	Ext. to Muni Rte. 14 to Daly City			
MUNI	F-Line - Fishermans PCC Renovation			
MUNI	F-Line Streetcar - Embarcadero			
MUNI	F-Line Streetcar - Market St.			
MUNI	Facilities Master Plan			
MUNI	Ferry Terminal Expansion			1,000
MUNI	Financial Capacity Study			

Fund Totals for FY 96/97 to FY 02/03

LEAD	PROJECT_PR	BART Cap 187	HBRR	ER	EEM	General Fund	HES	Off St. Parking	PVEA	RR Grad Crssng	Reg. Meas 1	Seismic Bridge	SFMRIC	STA	SLTPP	State Gas Tax	TDA Capital
MUNI	Fixed Facilities Rehab.												16		1,875		
MUNI	Fixed Facilities Rehab.- (TIP)																
MUNI	Fleet Plan																
MUNI	Geary Blvd Study																
MUNI	Geneva Modifications																
MUNI	Graffitti Prevention																
MUNI	Green & Geneva Modifications																
MUNI	Historic Rail Car Modifications																
MUNI	Islais Creek O&M Facilities																
MUNI	Key ADA Stations														2,610		
MUNI	LRV Boarding Islands																
MUNI	LRV Modifications (76)																
MUNI	LRV Purchase (52)																
MUNI	LRV Purchase (84)																
MUNI	M,A, - Boarding Platform Church & 18th																
MUNI	M.A. Accessibility for New Key Stations																
MUNI	M.A. Modifications to Accessible Key Stations																
MUNI	M.A. Tactile Edging Installation																
MUNI	Maintenance & Repair Equip.														1,883		
MUNI	Maintenance & Repair Equip. - (TIP)																
MUNI	MAN Motor Coach Reh. (100)																
MUNI	Metro Accessibility Improvements														138		
MUNI	Metro Accessibility Improvements - (TIP)																
MUNI	Metro East LRV Facility																
MUNI	Metro Subway Signal System (ATCS)																
MUNI	Metro Subway system replacmnt-fixd blck w/mv																
MUNI	Mission Bay Metro Ext.																
MUNI	Mission Bay Trolley Rerouting/Ext.																
MUNI	Motor Coach Purchase																
MUNI	Motor Coach Signal Pre-emption																
MUNI	Muni Metro Ext. Seg. 2																
MUNI	Muni Metro Extension Seg. 1 & 2																
MUNI	Muni Metro Turnback																
MUNI	Muni Metro Turnback Contingency (TIP)																
MUNI	Operating Restrooms																
MUNI	Paratransit					40,437								4,434			
MUNI	Accessible Van Purchase (TIP)																
MUNI	Potrero Division Rehab.																
MUNI	Presidio Facilities Redevel.																
MUNI	Central Maintenance Facilility (TIP)																
MUNI	Rail Corridor Proj. Manag.																
MUNI	Rehabilate bus & diesel powered articulated bu																
MUNI	Replacement LRVS																
MUNI	Replacement LRVs														3,271		
MUNI	Reserve Fleet																
MUNI	Revenue Center & Equipment Replacement - (T																
MUNI	Station Improvements, rehab escalators & elev																
MUNI	Station Improvements (TIP = Escal/Elev rehab.)																
MUNI	TPS - Signal Pre-emption																
MUNI	TPS- Bus Stop Treatments																
MUNI	Track Replacement																
MUNI	Track (Rail) Replacement - (TIP)																

	LEAD	PROJECT_PR	STIP No.	Prop B	STP-G	STP-R	CMAQ	FCR	PR_108	PR_116	Sect. 3 Fx Gdwy	Sect. 3 NwStart	Sect. 3 Bus	Sect. 9	TCI	AB434	AB664
156	MUNI	Translink					216										
157	MUNI	Translink - (TIP)					4,116										
158	MUNI	Trolley Coach Electrification											3,670			500	
159	MUNI	Trolley Service Electrification-71 Noriega Line	0924A												384		
160	MUNI	Trolley Service Electrification-71 Noriega Line	0924B												290		
161	MUNI	Trolley Service Electrification-71 Noriega Line (TIP)											12,096				
162	MUNI	Trolley Coach Purchase - Phase 1															
163	MUNI	Trolley Coach Purchase - Phase 2															
164	MUNI	Trolley Coach Purchase - Phase 3		7,932		4,800							11,009	80,908	12,932		5,000
165	MUNI	Trolley Coach Replacement				1,324									4,241		
166	MUNI	Trolley Coach Replacement - (TIP)											78,710				
167	MUNI	Trolley Coach (Bus) Repl./Rehab. - (TIP)												60,000			
168	MUNI	Trolley car - replacement and purchase	925					1,872									
169	MUNI	Trolley Overhead Rehab		1,126		6,033								13,680	2,564		1,828
170	MUNI	Trolley Overhead Rehab - (TIP)												10,544			
171	MUNI	Trolley Overhead Rehab. 14-Mission (Stage III)	2033A												118		
172	MUNI	Vehicle Parts & Equip.															
173	MUNI	Wayside Fare Collection Equip.					4,117							16,200	2,792		497
174	MUNI	Wayside Fare Collection Equip. - (TIP)												8,200			
175	MUNI	Woods O&M Facilities (TIP)											32,340				
176	MUNI/Port	Metro East/Illinois Street Bridge			1,728										72,171		
177	PORT	Downtown Ferry Terminal - Phase II (1)								8,500							
178	PORT/JPB	Track & Tunnels Rehabilitation (2)				2,570											
179	SFCTA	Program Administration														31	
180	SFSU	Bike to School Program													23,800	79	
			(1) Section 1064 funds: $600,000.														
			(2) Title 23 funds: $330,000.														

LEAD	PROJECT_PR	TSM	TIDF	TEA
MUNI	Translink			
MUNI	Translink - (TIP)			
MUNI	Trolley Coach Electrification			
MUNI	Trolley Service Electrification-71 Norlega Line			
MUNI	Trolley Service Electrification-71 Norlega Line			
MUNI	Trolley Service Electrification-71 Norlega Line (			
MUNI	Trolley Coach Purchase - Phase 1			
MUNI	Trolley Coach Purchase - Phase 2			
MUNI	Trolley Coach Purchase - Phase 3			
MUNI	Trolley Coach Replacement			
MUNI	Trolley Coach Replacement - (TIP)			
MUNI	Trolley Coach (Bus) Repl./Rehab. - (TIP)			
MUNI	Trolley car - replacement and purchase			
MUNI	Trolley Overhead Rehab	784		3,000
MUNI	Trolley Overhead Rehab - (TIP)			
MUNI	Trolley Overhead Rehab. 14-Mission (Stage III)			
MUNI	Vehicle Parts & Equip.			
MUNI	Wayside Fare Collection Equip.			
MUNI	Wayside Fare Collection Equip. - (TIP)			
MUNI	Woods O&M Facilities (TIP)			
MUNI/Port	Metro East/Illinois Street Bridge			
PORT	Downtown Ferry Terminal - Phase II (1)			1,000
PORT/JPB	Track & Tunnels Rehabilitation (2)			
SFCTA	Program Administration			
SFSU	Bike to School Program			

process has bee designed to maximize the use of information and data already required for non-CMP purposes and to minimize any costs to City Departments. In addition, timelines have been tailored to the City's budgetary process, to allow for any adjustments that might be necessary to respond to Deficiency Plan requirements.

2. Legislative Intent and Application to San Francisco

This section provides background information on deficiency plans and their applicability to San Francisco. For an overview of the Deficiency Plan development process, please see section 3.0. For a detailed discussion of the individual steps in the Deficiency Plan development process, please see section 4.0.

2.1 Deficiency Plans: What They Are

In 1990, the California voters approved Proposition 111; thus adding nine cents in additional tax to each gallon of gasoline sold in the state. The money was to be used to improve transportation throughout California. The year prior to Proposition 111's approval, the State Legislature approved AB 471 (Katz), the original CMP legislation[1]. AB 471 required all local jurisdictions to maintain the adopted LOS standard on all CMP roadways or risk losing their Proposition 111 gas tax revenues. The Legislature then revised the original legislation (through AB 1791 - Katz) to allow jurisdictions to continue to receive their share of Proposition 111 gas tax moneys when the level of service (LOS) on a CMP road segment or intersection falls below LOS "E" provided local jurisdictions prepared deficiency plans for those segments. The latest legislative revisions to the CMP statutes (AB 1963) include the following changes:

- Deficiency plans must be completed within one year of the CMAs official notice of a deficiency.

- The definition of exempt trips have been expanded from inter-regional travel to include trips caused by construction, rehabilitation, or maintenance, impact of freeway ramp metering, traffic signal coordination, low-income housing, and traffic generated by high-density residential or mixed-use development located within a quarter mile of a fixed passenger rail station.

- If a CMA Board adopts a Finding of Non-Conformance, the Board notifies the State Controller who must hold the jurisdiction's Proposition 111 gas tax money in escrow for 12 months, at which point the money is transferred to the CMA.

The intent of deficiency plans, therefore, is to allow development to continue while at the same time forcing local jurisdictions to offset the congestion it causes. The law, however, does not specify how effective local jurisdictions' efforts must be and, after five years of living with the law, the collective experience across the state does not point to what level of effort is acceptable.
The deficiency plan legislation offers local jurisdictions two alternatives:

1) Either eliminate the problem (correct the deficiency where it manifests itself. This is known as *direct remediation*; or

2) Implement other actions that improve the overall performance of the CMP network, even if the actions do not directly improve the original deficiency. These are known as *offsetting actions*.

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[1] The 1989 CMP legislation was part of the AB 471 legislation known as the Katz-Kopp-Baker-Campbell Transportation Blueprint for the 21st Century. Voter approval of Proposition 111 on June 5, 1990 effectively enacted the CMP legislation into law.

The intent, however, is to structure a Deficiency Plan process that takes maximum advantage of the analysis procedures and data resources already in place and minimize the need for additional analysis requirements.

2.3 CMP Multimodal Network & Performance Monitoring

The CMP system consists of three subsystems: roadways, transit and bicycle/pedestrian. The monitoring program measures level of service on the roadways and intersections. According to the State legislation [Government Code § 65089.3 (b)(1)(A)], deficiencies are detected only on the roadway system. Nevertheless, deficiency plans must take into consideration, and in fact depend on, the transit and bicycle/pedestrian systems to offset LOS deficiencies on the roads and intersections. The CMP road network is defined in Chapter 3 of the 1995 CMP. The other component of the CMP system are addressed in Chapter 5: Performance Element.

3. Overview

This brief overview is intended as accompanying text to the flow charts in Exhibits 1,2, and 3. The sections that follow this overview provide further detail on each step shown in the flow charts. The charts use three types of symbols:

- an oval indicates information, data, or other types of inputs needed by the City (i.e., a department or the Mayor's Office) or the Authority to take action or make a decision.
- a rectangular box indicates an action taken by the Authority, the Mayor's Office, the lead department, or other city departments.
- a diamond indicates a decision made by either the Authority staff or the Authority Board. Unless explicitly stated as the "Authority Board", the word "Authority" always connotes Authority staff.

The flow chart consists of three, sequential exhibits representing the Deficiency Plan process from the moment where the deficiency is detected all the way through the point when the Authority Board accepts or rejects the deficiency plan.

Exhibit 1. Deficiency Detection and City Notification

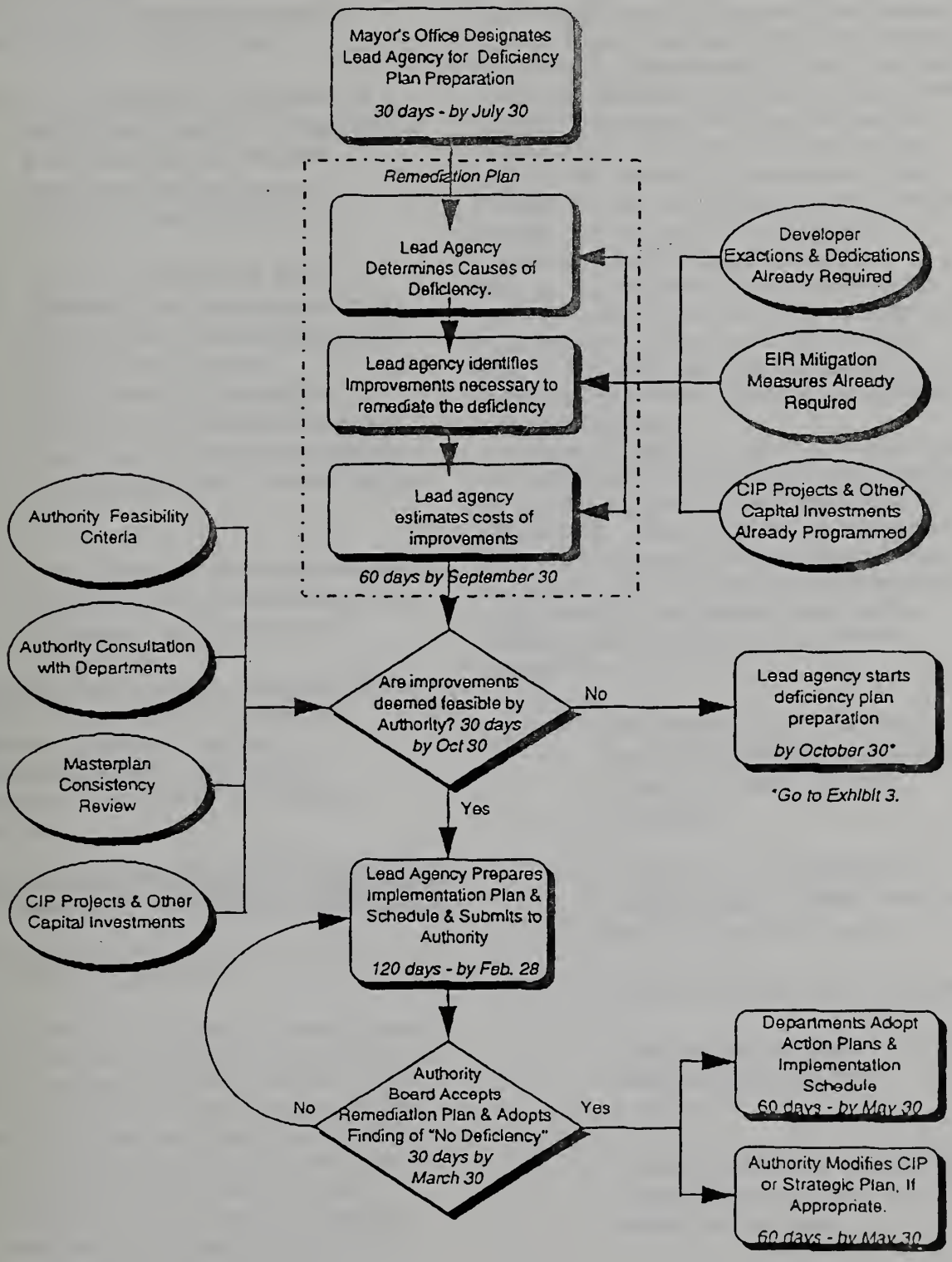
The box and four connecting ovals at the top of Exhibit 1 show that the Authority monitors the CMP roadway network and detects a potential deficiency when the level of service (LOS) on any non-exempted segment of the CMP roadway network goes to LOS F. Exempted segments are those that were found at LOS F during the first monitoring cycle in 1991 (see Chapter 4 of 1995 CMP). The dotted oval indicates that the Authority may provide the City with advanced warning of potential future deficiencies by incorporating the results of studies by other departments such as transportation impact analyses (TIAs) or environmental impact reports (EIRs). The Authority is required by law only to detect and notify the City of a current deficiency.

Once the Authority detects a deficiency, it must determine if the deficiency has been caused by external causes, exempt causes, or temporary causes. If subsequent investigation and modeling reveals the deficiency is real, the Authority Board adopts a finding of "Deficiency" and notifies the City (Mayor's Office). This notification includes information on the nature and cause of the deficiency.

In the box at the bottom of Exhibit 1, the Mayor's Office assigns a city department to act as the lead department for the preparation of a deficiency plan. At this point, the deficiency detection and notification stage is complete and the process continues as shown in Exhibit 2.

The Authority uses similar adequacy criteria as described in its evaluation of the Remediation plan (Exhibit 2). If the Authority accepts the Implementation Plan, the Authority Board will hold a noticed public meeting and adopt a Finding of Conformance. If, however, the Authority and the lead department are unable to agree on a implementation plan, the lead department may either try again, or submit its Final Deficiency Plan (including its implementation plan) to the Authority Board for Board action. If the Authority Board issues a Finding of Non-Conformance, the Authority must notify the State Controller to withhold funds. The funds are held in escrow for 12 months and then turned over to the Authority (as the City's CMA).

Exhibit 2. Deficiency Analysis and Mitigation Plan Preparation


Mayor's Office Designates Lead Agency for Deficiency Plan Preparation
30 days - by July 30
Remediation Plan
Lead Agency Determines Causes of Deficiency.
Lead agency identifies Improvements necessary to remediate the deficiency
Lead agency estimates costs of improvements
60 days by September 30
Developer Exactions & Dedications Already Required
EIR Mitigation Measures Already Required
CIP Projects & Other Capital Investments Already Programmed
Authority Feasibility Criteria
Authority Consultation with Departments
Masterplan Consistency Review
CIP Projects & Other Capital Investments
Are improvements deemed feasible by Authority? 30 days by Oct 30
No
Lead agency starts deficiency plan preparation
by October 30*
*Go to Exhibit 3.
Yes
Lead Agency Prepares Implementation Plan & Schedule & Submits to Authority
120 days - by Feb. 28
Authority Board Accepts Remediation Plan & Adopts Finding of "No Deficiency"
30 days by March 30
No
Yes
Departments Adopt Action Plans & Implementation Schedule
60 days - by May 30
Authority Modifies CIP or Strategic Plan, If Appropriate.
60 days - by May 30

4. Deficiency Planning Process

The following sections describe the methodology to be followed in preparing Deficiency Plans. They address:

a) The detection and determination of the deficiency and the designation of a city department as the lead department that will develop a Deficiency Plan (Section 4.1).

b) The preparation of the actual Deficiency Plan, beginning with the development of a Remediation plan that proposes roadway improvements to remove the deficiency and estimates their cost, then proceeds with the development of a list of offsetting actions (Section 4.2).

c) The preparation of an implementation plan for actions recommended in the Deficiency Plan (Section 4.3).

This process is designed to capitalize on the strengths and capabilities of each city department or agency in terms of transportation impact analysis, LOS monitoring, or enforcement of mitigation measures.

4.1 Deficiency Detection & Designation of Lead Department

4.1.1 Deficiency Detection

The Authority will continue to conduct floating cars runs as part of its periodic monitoring of the CMP roadway network. Chapter 4 of the 1995 CMP provides detailed background on monitoring procedures. While this monitoring program will detect deficiencies once they have occurred, it will not forecast future traffic conditions or the location of potential future deficiencies. Please see Section 5.3 for a discussion of future deficiency detection.

Determination of Causes

Upon detection of a deficiency, the Authority will consult with MTC to determine if external trips or pass through trips may have caused the deficiency. It will also review all relevant CEQA traffic analysis and/or TIAs of recently completed projects. It will then use the Travel Analysis Database (TAD), sketch planning techniques and other means to isolate and examine the cause(s) in more detail. See Chapter 4 of the 1995 CMP for more detail on deficiencies through LOS monitoring.

Following the detection of a deficiency through the monitoring of LOS on the CMP roadway network, the Authority completes an investigation to determine if any trips are exempt and if the deficiency still exists after removing the exempt trips from the deficient roadway segment.

The State legislation requiring deficiency plans has specifically exempted the trips generated by specific activities [Government Code § 65089.4.(f)]. Thus, a deficiency that results because of a exempt activity will have the exempt trips deducted and be re-evaluated to verify whether the roadway segment in question has a deficiency. The exempt activities include:

- Inter-regional travel (i.e., pass through trips which have neither origin or destination in San Francisco);
- Construction, rehabilitation, or maintenance of facilities that impact the CMP roadway network;
- Impact of freeway ramp metering;
- Traffic signal coordination by the state or multi-jurisdictional agencies;
- Traffic generated by the provision of low-income and very low-income housing; and

4) The Authority reviews the Action List and accepts or rejects it (Section 4.2.4).

5) The Lead Department prepares an Implementation Plan, identifying responsible departments, funding sources, and regulatory authority (Section 4.4.1).

6) The Authority reviews Implementation Plan and, if acceptable, approves or rejects the Final Deficiency Plan (Section 4.4.2).

For deficiencies caused by large projects, some of the analysis required in these steps may have been completed through the projects' EIRs. While the analysis and any other relevant documentation may be used *verbatim* for the Deficiency Plan or Implementation Plan, the Final Deficiency Plan documentation must conform to the requirements outlined in the six steps above and described in more detail below.

4.2.1 Remediation plan to Remedy the Specific Deficiency

Analysis of Deficiency's Causes
State law require the Deficiency Plan to identify the causes of the deficiency [Government Code § 65089.3(b)(1)(A)]. The lead department may apply the Authority's Finding of a Deficiency as supporting analysis of the deficiency's causes. This analysis is not intended to be exhaustive or highly detailed. Sketch planning methods using standard procedures are adequate.

The analysis of the deficiency's causes should include the effects of future CIP improvements. A deficiency may be removed when a roadway improvement programmed in the CIP increases the capacity of the roadway in question. If the lead department determines that the effects of any CIP improvement scheduled to begin within the seven year time horizon of the CIP will remove the deficiency, the Authority -- after review -- can make a Finding of No Deficiency. The lead department, however, must demonstrate this CIP improvements will be completed and functioning within ten years of the current CIP.

Improvements to Remedy Deficiency
Once the cause(s) of the deficiency have been determined, State law [Government Code § 65089.4 (c) (2)] requires that the lead department identify:

"A list of improvements necessary for the deficient segment or intersection to maintain the minimum level of service otherwise required and the estimated costs of the improvements."

This requirement is intended to encourage the lead department to try to remove the deficiency through direct improvement of the roadway (i.e., improve the performance of that segment to LOS "E" of better). The lead department will use sketch planning methods consistent with both MTC practices and data and with the Authority's Travel Demand Guidelines (Chapter 10) to estimate the effects of the improvements on traffic flow on the deficient facility. The estimation methodology measures the effects of capacity improvements on the level of service and indicates whether the improvements provide capacity at an order-of-magnitude commensurate with the deficiency.

The compilation of this list should include any relevant projects included in the CIP or CEQA mitigation measures included in specific EIRs. The lead department should provide detailed descriptions of any EIR mitigation requirements. A proposed Remediation Plan may include the same (or modifications to) improvements already specified and funded in an EIR, the CIP, or developer exactions or dedications found to be relevant, including scheduled implementation, project characteristics, and funding sources. The intent here is <u>not</u> to reopen the CEQA process for EIRs already completed, but rather to give the City credit by counting any <u>required</u> EIR mitigation measures as contributing to remediate the identified deficiency.

Authority will review this proposed list and approve or reject it.

4.3.1 Action Selection

The lead department will select actions according to two criteria: 1) actions that have some direct mitigating effect on the deficiency; and 2) global actions that will measurably improve multi-modal LOS somewhere in the system. These criteria suggest the following categories of actions:

1) **Deficiency-Specific Actions**: These actions should be in close proximity to the deficient facility or cause a measurable improvement in the performance of the deficient facility. Such actions may include some of the improvements specified in the Remediation plan (see Subsection 3.3). They may, for instance, be based on mitigation measures that were included in a project EIR but rejected by the decisionmaker as infeasible, if the basis for the infeasibility finding has been removed by, for example, new legislation authorizing imposition of transportation exactions that has been adopted since project approval and that is applicable retroactively, or new funding sources that have been obtained to provided additional transit service..

2) **Global Actions To Improve System-wide Multimodal LOS**: These are actions aimed at improving system-wide LOS. In general, these actions may involve advancing the scheduled implementation of CIP projects, or reconsideration of projects that were considered but not included in the current CIP. They may also involve services or multimodal programs that may help shift travel demand away from single occupant vehicles or discourage or eliminate some of those trips. The selection of non-CIP projects as deficiency plan actions will require Authority approval in order to maintain the integrity of the CIP process.

The Bay Area Air Quality Management District (BAAQMD) has prepared a list of approved Deficiency Plan actions. The CMP legislation requires that all deficiency plan actions come from that list. In general, this list favors actions that relieve congestion through increased use of alternatives to the single occupancy vehicle (e.g., transit, pedestrian, bicycle, telecommuting, TDM measures, etc.).

The lead department has 60 days to prepare a Preferred Action Plan List. Each action on the list must show its estimated capital (or start-up) and operating (or on-going) costs. The lead department submits this list to the Authority for its consideration.

Depending on the complexity and severity of the deficiency, the lead department may choose to prepare (or Authority may request) one or more alternative action plans. The alternative plans may vary regarding cost, policy priorities (e.g., transit versus roadway), or functional approach (e.g., TSM-based actions versus capital-intensive actions). Alternative action plans, for example may stress more land use-intensive actions, transit-intensive actions, or congestion pricing strategies.

4.3.2 Action Plan List Review

The Authority will evaluate the preferred Deficiency Plan Action List, including each action's estimate cost within 30 days of submittal by the lead department. The Authority's review consists of a three step procedure: 1) apply adequacy criteria; 2) evaluate sufficiency of Action Plan; and 3) issue findings.

Adequacy Criteria

The CMP legislation, as amended, includes three transit performance measures (in addition to the LOS performance measure) for the evaluation of current and future system per-

to implement all actions that the lead department cannot implement itself.

4.4.2 Other Departments

The lead department is unlikely to have comprehensive authority over the implementation of all actions on the approved action list. Clear identification of all departments responsible for implementation, therefore, is essential for the Authority's approval of the Final Deficiency Plan. Furthermore, the Implementation Plan must include an interdepartmental agreement among all responsible implementing departments stating each department's agreement to fulfill their responsibilities for implementing deficiency plan actions.

4.4.3 Identification of Funding

The Implementation Plan must include a detailed funding plan. This plan must identify specific sources of money and the methods of financing if necessary. Any Deficiency Plan Actions that are included in the CIP may be referenced to that document. If funding for capital projects is already planned and required of developers, the funding plan must reference the development agreement, vested map, or other document committing funds (see Exhibit 2).

Under some circumstances, deficiency plan actions may also depend on capital or operations funds from state or federal sources. Such actions must be included in the Regional Transportation Plan (RTP) Track I project list compiled by MTC. If actions are funded through the City's Downtown Development Fee Program, the Implementation Plan must reference the expenditure plan of the Development Fee Program, indicating the specific funding commitment.

4.4.4 Implementation Plan and Deficiency Plan Approval

Within 30 days of submittal by the lead department, the Authority will either accept or reject the Implementation Plan. The Authority will make its determination based on the required elements of the Implementation Plan, as detailed in 4.4.1. Note that lack of an acceptable funding plan will result in rejection of the Implementation Plan. Once the Authority has approved the Implementation Plan, the lead department will have additional 30 days to finalize and submit the Final Deficiency Plan document for Authority Board approval. Within 30 days of submittal of the final Deficiency plan by the lead department, the Authority Board will hold a noticed public meeting and either approve or reject it.

Note that if the Authority rejects the Implementation Plan, the lead department may either propose an alternative Implementation Plan within 30 days, or choose to submit the Final Deficiency Plan with the Implementation Plan as is. In the latter case, the Authority will notify the Mayor's Office of its intent to reject the Final Deficiency Plan due to the inadequacy of the Implementation Plan.

If the Authority Board rejects the Final Deficiency Plan and issues a finding of nonconformance, pursuant to the State law (Government Code 65089.5), the Authority must submit its findings to MTC and the State Controller for the withholding of State funds.

4.4.5 Deficiency Plan Document Structure

A Deficiency Plan Report must include the following sections:

1.0 Introduction Identification of the Deficiency's Causes, including:

- 1.1 Description of the deficiency (i.e., road segment)
- 1.2 Description of the adjacent facilities
- 1.3 Analysis of the causes of the deficiency.
- 1.4 Description of the existing traffic conditions within the boundaries.
- 1.5 Projection future transportation conditions for at least the next 10 years.

corridor (or parallel facility) but they must be functionally related (i.e., result from or be multiple manifestations of the same cause). Under such circumstances, the Authority may encourage a single area-wide, or corridor Deficiency Plan.

The process would be similar to that described in Section 4.0. Nevertheless, the lead department must include the following considerations:

1) Review of past and current EIRs to determine if these documents anticipated the compounding effects of their individual impacts and proposed appropriate mitigation measures.

2) Modeling or estimation of traffic within the area or corridor to determine the effectiveness of the Remediation plan improvements and possible synergies between actions on the Deficiency Plan Action List.

3) Consideration of funding, regulatory, or policy issues that may improve or degrade the feasibility of the proposed Implementation Plan.

4) Coordination with the CIP and other transportation programming and/or planning documents designed to address transportation planning for a subarea of the city, a specific corridor, or multiple facilities or modes.

5.3 Future Deficiencies

The legislation does not require that local jurisdictions address deficiencies anticipated through prediction or modeling of future conditions. The requirement for Deficiency Plans is triggered by the results of actual monitoring of the CMP network. Future deficiencies may be predicted by: a) project-specific traffic impact analyses (TIAs); b) project EIRs; and c) program-level EIRs (e.g., the Waterfront Plan EIR)

Over time, the Authority will use information from these *predictive* detection efforts as part of its monitoring procedure. Further detail on predictive detection of deficiencies is expected to be available by April 1996, when the new Land Use Impacts Analysis Guidelines are finalized. In combination with those new Land Use Analysis Guidelines, the Congestion Management Program will improve its ability to maintain acceptable system performance and prevent or lessen the impacts of future deficiencies. In addition, the Authority will use the Strategic Analysis Reports (SARs) to help highlight the implications of future deficiencies. The following are special cases where it may be appropriate to prepare a deficiency plan to address future deficiencies.

5.3.1 Multiple Deficiencies

Addressing future deficiencies may be in order if it is found that it would support or complement the development of a deficiency plan for current deficiencies. This could result in efficiencies in terms of deficiency plan preparation efforts and produce a more effective plan. The lead department will include its proposal to address multiple future deficiencies in its Deficiency Plan Action List for review by the Authority.

5.3.2 Future Deficiencies Caused by Changes in Transportation Infrastructure or Land Use

Future changes to the transportation infrastructure or services may cause deficiencies. The demolition of the Central Freeway, for example, could have dramatic impacts on the LOS of Market Street. Most large infrastructure projects will prepare EIRs that analyze potential deficiencies. As noted in Section 2.2, however, there are limitations on the degree to which the EIR would consider the cumulative impacts of other proposed infrastructure projects in the City. In addition, the EIR process may lead to the adoption of a Statement of Overriding Considerations, accepting large transportation impacts in exchange for "larger" benefits, and override mitigation measures. Under these circumstances, the lead department preparing

processing facilities, more parking capacity, a Marine Fisheries Institute, and a wide apron for public access. In addition, a proposed expansion of the adjacent boat harbor will add 100 new berths and increase fishing charters, bay tours, and transient boat activities. Finally, Pier 39 will be adding its new aquarium, Underwater World. In combination, these activities will add new trips to an already congested area.

Planning Department

The Planning Department is responsible for land use planning and development management. This role, stipulated in the City Charter, gives the Planning Department direct or oversight responsibility for every land use project from its initial design stages through environmental impact analysis, to final completion. The Authority expects the total amount of small scale growth that can occur over the next twenty years to be insufficient to cause deficiencies. Large-scale projects, however, will have major impacts. Example of such projects include:

- Revised Mission Bay Project;
- Rincon Point South Beach Redevelopment Area;
- Re-Use of Treasure Island, and Hunter's Point Naval Shipyard;
- Revised South of Market Specific Plan;
- Mid-Embarcadero Open Space Project; and
- Transbay Terminal Replacement[1] .

In addition, the Planning Department oversees preparation of Transportation Impact Analyses (TIAs) and its Office of Environmental Review (OER) coordinates CEQA review and EIR preparationfor development projects. All of these documents are intended to anticipate the impacts of a proposed project on the transportation system; thus, they have direct relevance to the Deficiency Plan if a project's impacts cause a deficiency.

Other Agencies

- The Peninsula Joint Powers Board, which operates the Caltrain, is currently preparing an EIS/EIR on the proposed extension of the Caltrain terminal from 6th and Townsend to a location closer to Market Street and the financial district. The project, which will include street level operation for a certain stretch, is being analyzed for circulation and other impacts.

- The Transportation Authority, in concert with other regional agencies, is conducting the Doyle Drive Intermodal Study. The replacement of Doyle Drive could have significant implications for mobility in the northwest sector of the City.

6. Work Program Items - Key Milestones

- Issue final determination of deficiency on LOS F segments and notify City Departments - By April 1996
- Provide review and comments to City Departments preparing Deficiency Plans - After April 1996, as required
- Review and approve final Deficiency Plans submitted by City Departments- By April 1996, as required
- Monitor Deficiency Plan implementation - April 1996, as required

[1] Caltrans is separately analyzing the cost of rehabilitation of the building, to address seismic reinforcement needs.

a. Methodology

A methodology and guidelines for travel demand forecasting will be developed by the Authority during fiscal year 1995-6. The process for methodology development will include an evaluation of current software options available for computerized travel demand modeling. This evaluation will be part of a larger exploration of feasible methods to obtain travel demand forecasts to suit San Francisco's CMP process and other related data needs. The potential uses and limitations of continuing to rely on the MTC's regional model will also be considered, as an option to developing an entirely new model for San Francisco.

A major consideration in identifying the appropriate methodology for San Francisco is cost. Complex computerized travel demand models can only be built at great expense, and require major commitments to maintain and update them. Over the past two decades, because the market for computerized model applications has been largely suburban, models have evolved and improved in their accuracy to predict automobile trips. This trend has been reinforced by the widespread use and increasing sophistication of traffic engineering programs, which can be used in conjunction with travel demand models for specific purposes, such as intersection analyses.

Computerized models have traditionally not performed reliably enough when it comes to predicting ridership on alternative transportation modes, particularly bus transit or pedestrian trips, but this is also true for auto-based trips such as carpools and vanpools, which tend to exhibit characteristics different from single automobile trips. The level of investment in a computerized model must be weighed against its ability to deliver, with more than marginal reliability, the types of data that would be meaningful for the strategic analysis purposes of the San Francisco CMP.

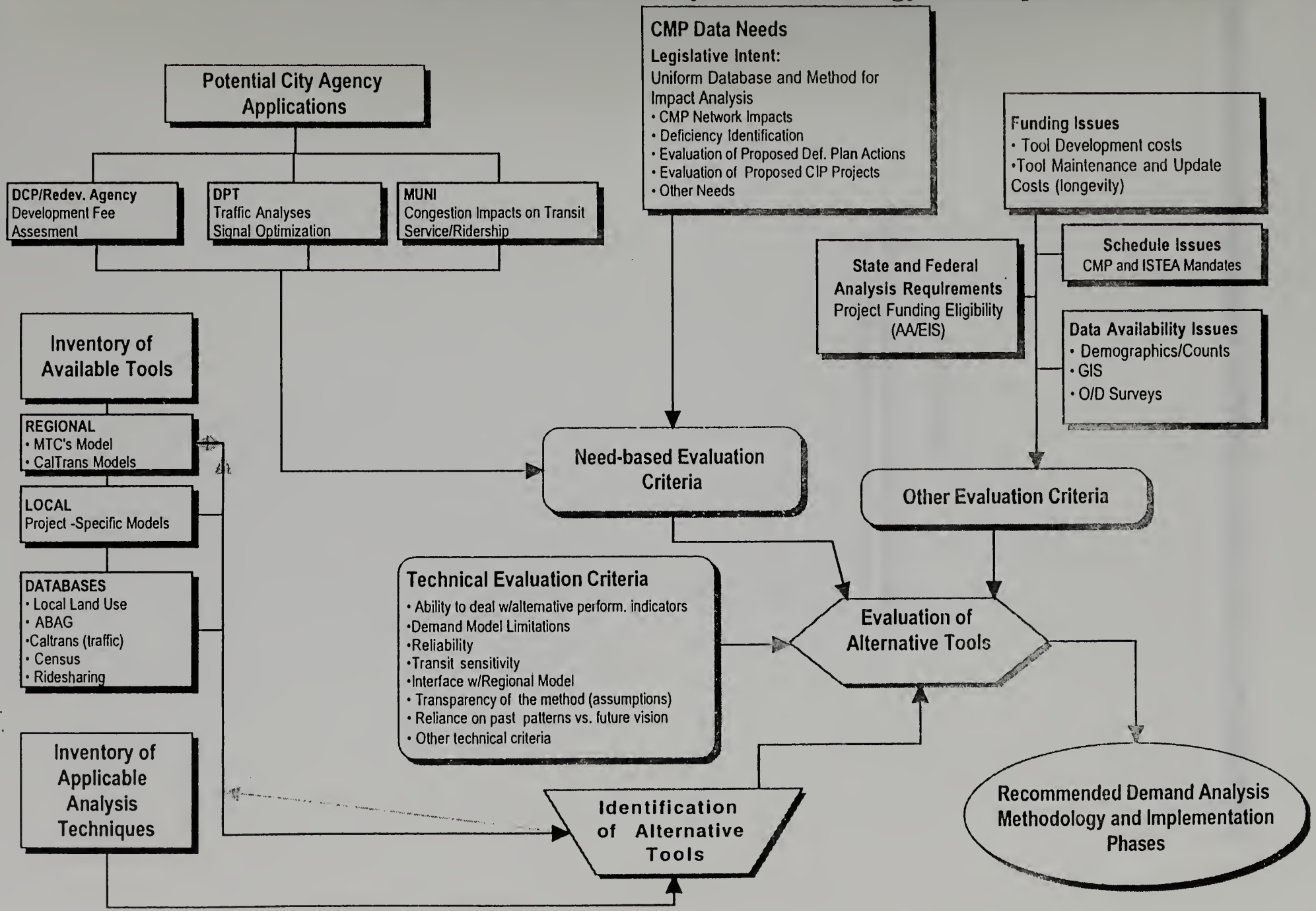
Another significant consideration is the accuracy of the database used in the travel demand forecasting process. The explanatory power of a computerized model will only be a reflection of the quality of the underlying database. A sketchy database will ensure unreliable results, particularly if it is not kept up to date. Database upkeep can be a major associated expense, but costs can be mitigated by building reporting requirements into existing development impact guidelines and other land use and demographic analysis procedures. In developing a database for analysis of impacts, the Authority will maximize utilization of already existing information, and will emphasize coordination with City departments so that data collection efforts undertaken for special purposes, such as the 1995 travel behavior survey to demonstrate air quality compliance, are designed to provide information useful to the travel demand forecasting process, as well.

Even when supported by an accurate database, a computerized travel model will require major fine-tuning before it can accurately reflect travel behavior in an environment like San Francisco, with its high intensity of economic activity crammed into a reduced geographic area replete with travel choices. A comprehensive, accurate, and well-maintained database, on the other hand, is very desirable in its own right, and can be used for analysis even in the absence of a computerized model. Granted, the types of analysis that could be performed would be more limited, but so would be the costs.

The preceding discussion highlights the need to carefully consider all the options before making a major financial commitment to a travel forecasting path. Figure 10-1 shows the proposed process for identifying the method best

Figure 10-1

Travel Demand Analysis Methodology Development Process



APPENDIX I

California Government Codes Referencing Congestion Management Programs

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CMP Legislation As Amended In Assembly Bill 1963

The people of the State of California do enact as follows:

65088.1. As used in this chapter the following terms have the following meanings:

(a) Unless the context requires otherwise, "regional agency" means the agency responsible for preparation of the regional transportation improvement program.

(b) Unless the context requires otherwise, "agency" means the agency responsible for the preparation and adoption of the congestion management program.

(c) "Commission" means the California Transportation Commission.

(d) "Department" means the Department of Transportation.

(e) "Local jurisdiction" means a city, a county, or a city and county.

(f) "Parking cash-out program" means an employer-funded program under which an employer offers to provide a cash allowance to an employee equivalent to the parking subsidy that the employer would otherwise pay to provide the employee with a parking space. "Parking subsidy" means the difference between the out-of-pocket amount paid by an employer on a regular basis in order to secure the availability of an employee parking space not owned by the employer and the price, if any, charged to an employee for use of that space.

A parking cash-out program may include a requirement that employee participants certify that they will comply with guidelines established by the employer designed to avoid neighborhood parking problems, with a provision that employees not complying with the guidelines will no longer be eligible for the parking cash-out program.

(g) "Urbanized area" has the same meaning as is defined in the 1990 federal census for urbanized areas of more than 50,000 population.

(h) "Interregional travel" means any trips that originate outside the boundary of the agency. A "trip" means a one-direction vehicle movement. The origin of any trip is the starting point of that trip. A roundtrip consists of two individual trips.

(i) "Multimodal" means the utilization of all available modes of travel that enhance the movement of people and goods, including, but not limited to, highway, transit, nonmotorized and demand management strategies including, but not limited to, telecommuting. The availability and practicality of specific multimodal systems, projects, and strategies varies by county and region in accordance with the size and complexity of different urbanized areas.

(j) "Level of service standard" is a threshold that defines a deficiency on the congestion management program highway and road system which requires the preparation of a deficiency plan. It is the intent of the Legislature that the agency shall use all elements of the program to implement strategies and actions that avoid the creation of deficiencies and to improve multimodal mobility.

(k) "Performance measure" is an analytical planning tool that is used to quantitatively evaluate transportation improvements and to assist in determining effective implementation actions, considering all modes and strategies. Use of a performance measure as part of the program does not trigger the requirement for the preparation of deficiency plans.

65089. (a) A congestion management program shall be developed, adopted, and updated biennially consistent with the schedule for adopting and updating the regional transportation improvement program, for every county that includes an urbanized area, and shall include every city and the county. The program shall be adopted at a noticed public hearing of the agency. The program shall be developed in consultation with, and with the cooperation of, the transportation planning agency, regional transportation providers, local governments, the department, and the air pollution control district or the air quality management district, either by the county transportation commission, or by another public agency, as designated by the resolutions adopted by the county board of supervisors and the city councils of a majority

of the cities representing a majority of the population in the incorporated area of the county.

(b) The program shall contain all of the following elements:

(1) (A) Traffic level of service standards established for a system of highways and roadways designated by the agency. The system shall include at a minimum all state highways and principal arterials. No highway or roadway designated as a part of the system shall be removed from the system. All new state highways and principal arterials shall be designated as part of the system. Level of service (LOS) shall be measured by Circular 212, (or by the most recent version of the Highway Capacity Manual), or by a uniform methodology adopted by the agency which is consistent with the Highway Capacity Manual. The determination as to whether an alternative method is consistent with the Highway Capacity Manual shall be made by the regional agency, except that the department shall make this determination instead if either (i) the regional agency is also the agency, as those terms are defined in Section 65088.1, or (ii) the department is responsible for preparing the regional transportation improvement plan for the county.

(B) In no case shall the LOS standards established be below the level of service E or the current level, whichever is farthest from level of service A. When the level of service on a segment or at an intersection fails to attain the established level of service standard, a deficiency plan shall be adopted pursuant to Section 65089.4.

(2) A performance element that includes performance measures to evaluate current and future multimodal system performance for the movement of people and goods. At a minimum, these performance measures shall incorporate highway and roadway system performance, and measures established for the frequency and routing of public transit, and for the coordination of transit service provided by separate operators. These performance measures shall support mobility, air quality, land use, and economic objectives, and shall be used in the development of the capital improvement program required pursuant to paragraph (5), deficiency plans required pursuant to Section 65089.4, and the land use analysis program required pursuant to paragraph (4).

(3) (A) A trip reduction and travel demand element that promotes alternative transportation methods, such as carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies, including flexible work hours and parking management programs. The agency shall consider parking cash-out programs during the development and annual update of the trip reduction and travel demand element.

(B) The agency and respective air pollution control district or air quality management district shall coordinate the development of trip reduction responsibilities and shall avoid duplication of responsibilities between agencies. A multiple site employer, as specified in paragraph (4) of subdivision (e) of Section 40717 of the Health and Safety Code, shall have the option of complying with a district employer trip reduction rule, or a similar rule proposed pursuant to a federal implementation plan, and reporting directly to the district or a responsible federal or state agency. A multiple site employer that exercises this option shall be exempt from any employer-based trip reduction requirement imposed pursuant to the trip reduction and travel demand element.

(C) Except for paragraph (B), nothing in this section prevents a local jurisdiction from adopting transportation demand management measures that include or exceed the requirements established by the agency or by the air pollution control district or air quality management district.

(4) A program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts. In no case shall the program include an estimate of the costs of mitigating the impacts of interregional travel. The program shall provide credit for local public and private contributions to improvements to regional transportation systems. However, in the case of toll road facilities, credit shall only be allowed for local public and private contributions which are unreimbursed from toll revenues or other state or federal sources. The agency shall calculate the

amount of the credit to be provided. The program defined under this section may require implementation through the requirements and analysis of the California Environmental Quality Act, in order to avoid duplication.

(5) A seven-year capital improvement program, developed using the performance measures described in paragraph (2) to determine effective projects that maintain or improve the performance of the multimodal system for the movement of people and goods, to mitigate regional transportation impacts identified pursuant to paragraph (4). The program shall conform to transportation-related vehicle emission air quality mitigation measures, and include any project that will increase the capacity of the multimodal system. It is the intent of the Legislature that, when roadway projects are identified in the program, consideration be given for maintaining bicycle access and safety at a level comparable to that which existed prior to the improvement or alternation. The capital improvement program may also include safety , maintenance, and rehabilitation projects that do not enhance the capacity of the system but are necessary to preserve the investment in existing facilities.

(c) The agency, in consultation with the regional agency, cities, and the county, shall develop a uniform data base on traffic impacts for use in a countywide transportation computer model and shall approve transportation computer models of specific areas within the county that will be used by local jurisdictions to determine the quantitative impacts of development on the circulation system that are based on the countywide model and standardized modeling assumptions and conventions. The computer models shall be consistent with the modeling methodology adopted by the regional planning agency. The data bases used in the models shall be consistent with the data bases used by the regional planning agency. Where the regional agency has jurisdiction over two or more counties, the data bases used by the agency shall be consistent with the data bases used by the regional agency.

(d) (1) The city or county in which a commercial development will implement a parking cash-out program which is included in a congestion management program pursuant to subdivision (b), or in a deficiency plan pursuant to Section 65089.4, shall grant to that development an appropriate reduction in the parking requirements otherwise in effect for new commercial development.

(2) At the request of an existing commercial development that has implemented a parking cash-out program, the city or county shall grant an appropriate reduction in the parking requirements otherwise applicable based on the demonstrated reduced need for parking, and the space no longer needed for parking purposes may be used for other appropriate purposes.

(e) Pursuant to the federal Intermodal Surface Transportation Efficiency Act of 1991 and regulations adopted pursuant to the act, the department shall submit a request to the Federal Highway Administration Division Administrator to accept the congestion management system otherwise required by the act.

65089.2. (a) Congestion management programs shall be submitted to the regional agency. The regional agency shall evaluate the consistency between the program and the regional transportation plans required pursuant to Section 65080. In the case of multicounty regional transportation planning agency, that agency shall evaluate the consistency and compatibility of the programs within the region.

(b) The regional agency, upon finding that the program is consistent, shall incorporate the program into the regional transportation improvement program as provided for in Section 65082. If the regional agency finds the program is inconsistent, it may exclude any project in the congestion management program from inclusion in the regional transportation improvement program.

(c) (1) The regional agency shall not program any surface transportation program funds and congestion mitigation and air quality funds pursuant to Section 182.6 and 182.7 of the Streets and Highways Code in a county unless a congestion management program has been adopted by December 31, 1992, as required pursuant to Section 65089. No surface transportation program funds or congestion mitigation

and air quality funds shall be programmed for a project in a local jurisdiction that has been found to be in nonconformance with a congestion management program pursuant to Section 65089.5 unless the agency finds that the project is of regional significance.

(2) Notwithstanding any other provision of law, upon the designation of an urbanized area, pursuant to the 1990 federal census or a subsequent federal census, within a county which previously did not include an urbanized area, a congestion management program as required pursuant to Section 65089 shall be adopted within a period of 18 months after designation by the Governor.

(d) (1) It is the intent of the Legislature that the regional agency, when its boundaries include areas in more than one county, should resolve inconsistencies and mediate disputes which arise between agencies related to congestion management programs adopted for those areas.

(2) It is the further intent of the Legislature that disputes which may arise between regional agencies, or agencies which are not within the boundaries of a multicounty regional transportation planning agency, should be mediated and resolved by the Secretary of the Business, Housing and Transportation Agency, or an employee of that agency designated by that secretary, in consultation with the air pollution control district or air quality management district within whose boundaries the regional agency or agencies are located.

65089.3.(a) The agency shall monitor the implementation of all elements of the congestion management program. The department is responsible for data collection and analysis on state highways, unless the agency designates that responsibility to another entity. The agency may also assign data collection and analysis responsibilities to other owners and operators of facilities or services if the responsibilities are specified in its adopted program. The agency shall consult with the department and other affected owners and operators in developing data collection and analysis procedures and schedules prior to program adoption. At least biennially, the agency shall determine if the county and cities are conforming to the congestion management program, including, but not limited to, all of the following:

(a) Consistency with levels of service standards, except as provided in Section 65089.4.

(b) Adoption and implementation of a trip reduction and travel demand ordinance.

(c) Adoption and implementation of a program to analyze the impacts of land use decisions, including the estimate of the costs associated with mitigating these impacts.

(d) Adoption and implementation of a deficiency plan pursuant to Section 65089.4 when highway and roadway level of service standards are not maintained on portions of the designated system.

65089.4. (a) A local jurisdiction shall prepare a deficiency plan when highway or roadway level of service standards are not maintained on segments or intersections of the designated system. The deficiency plan shall be adopted by the city or county at a noticed public hearing.

(b) The agency shall calculate the impacts subject to exclusion pursuant to subdivision (f) of this section, after consultation with the regional agency, the department, and the local air quality management district or air pollution control district. If the calculated traffic level of service following exclusion of these impacts is consistent with the level of service standard, the agency shall make a finding at a publicly noticed meeting that no deficiency plan is required and so notify the affected local jurisdiction.

(c) The agency shall be responsible for preparing and adopting procedures for local deficiency plan development implementation responsibilities, consistent with the requirements of this section. The deficiency plan shall included all of the following:

(1) An analysis of the causes of the deficiency. The analysis shall include the following:

(A) Identification of the cause of the deficiency.

(B) Identification of the impacts of those local jurisdictions within the jurisdiction of the agency that contribute to the deficiency. These impacts shall be identified only if the calculated traffic level of service following exclusion of

(f) The analysis of the cause of the deficiency prepared pursuant to paragraph (1) of subdivision (c) shall exclude the following:

(1) Interregional travel.

(2) Construction, rehabilitation, or maintenance of facilities that impact the system.

(3) Freeway ramp metering.

(4) Traffic signal coordination by the state or multijurisdictional agencies.

(5) Traffic generated by the provision of low and very low income housing.

(6)(A) Traffic generated by high density residential development located within one-fourth of a mile of a fixed rail passenger station.

(B) Traffic generated by any mixed use development located within one-fourth of a mile of a fixed rail passenger station, if more than half of the land area, or floor area, of the mixed use development is used for high density residential housing, as determined by the agency.

(g) For the purposes of this section, the following terms have the following meanings:

(1) "High density" means residential density development which contains a minimum of 24 dwelling units per acre and a minimum density per acre which is equal to or greater than 120 percent of the maximum residential density allowed under the local general plan and zoning ordinance. A project providing a minimum of 75 dwelling units per acre shall automatically be considered high density.

(2) "Mixed use development" means development which integrates compatible commercial or retail uses, or both, with residential uses, and which, due to the proximity of job locations, shopping opportunities, and residences, will discourage new trip generation.

65089.5. (a) If, pursuant to the monitoring provided for in Section 65089.3, the agency determines, following a noticed public hearing, that a city or county is not conforming with the requirements of the congestion management program, the agency shall notify the city or county in writing of the specific areas of nonconformance. If, within 90 days of the receipt of the written notice of nonconformance, the city or county has not come into conformance with the congestion management program, the governing body of the agency shall make a finding of nonconformance and shall submit the finding to the commission and to the Controller.

(b)(1) Upon receiving notice from the agency of nonconformance, the Controller shall withhold apportionments of funds required to be apportioned to that nonconforming city or county by Section 2105 of the Streets and Highways Code.

(2) If, within the 12-month period following the receipt of a notice of nonconformance, the Controller is notified by the agency that the city or county is in conformance, the Controller shall allocate the apportionments withheld pursuant to this section to the city or county.

(3) If the Controller is not notified by the agency that the city or county is in conformance pursuant to paragraph (2), the Controller shall allocate the apportionments withheld pursuant to this section to the agency.

(c) The agency shall use funds apportioned under this section for projects of regional significance which are included in the capital improvement program required by paragraph (5) of subdivision (b) of Section 65089, or in a deficiency plan which has been adopted by the agency. The agency shall not use these funds for administration or planning purposes.

65089.6. Failure to complete or implement a congestion management program shall not give rise to a cause of action against a city or county for failing to conform with its general plan, unless the city or county incorporates the congestion management program into the circulation element of its general plan.

65089.7. A proposed development specified in a development agreement entered into prior to July 10, 1989, shall not be subject to any action taken to comply with this chapter, except actions required to be taken with respect to the trip reduction and travel demand element of a congestion management program pursuant to paragraph (3) of subdivision (b) of Section 65089.

65089.8 (a) Buildings and structures that were damaged or destroyed in Los Angeles County as a result of the

impacts pursuant to subdivision (f) indicates that the level of service standard has not been maintained, and shall be limited to impacts not subject to exclusion.

(2) A list of improvements necessary for the deficient segment or intersection to maintain the minimum level of service otherwise required and the estimated costs of the improvements.

(3) A list of improvements, programs, or actions, and estimates of costs, that will (A) measurably improve multimodal performance, using measures defined in paragraphs (1) and (2) of subdivision (b) of Section 65089, and (B) contribute to significant improvements in air quality, such as improved public transit service and facilities, improved non motorized transportation facilities, high occupancy vehicle facilities, parking cash-out programs, and transportation control measures. The air quality management district or the air pollution control district shall establish and periodically revise a list of approved improvements, programs, and actions which meet the scope of this paragraph. If an improvement, program or action is on the approved list and has not yet been fully implemented, it shall be deemed to contribute to significant improvements in air quality. If an improvement, program, or action is not on the approved list, it shall not be implemented unless approved by the local air quality management district or air pollution control district.

(4) An action plan, consistent with the provisions of Chapter 5 (commencing with Section 66000), that shall be implemented, consisting of improvements identified in paragraph (2), or improvements, programs, or actions identified in paragraph (3), that are found by the agency to be in the interest of the public health, safety and welfare. The action plan shall include a specific implementation schedule. The action plan shall include implementation strategies for those jurisdictions that have contributed to the cause of the deficiency in accordance with the agency's deficiency plan procedures. The action plan need not mitigate the impacts of any exclusion identified in subdivision (f). Action plan strategies shall identify the most effective implementation strategies for improving current and future system performance.

(d) A local jurisdiction shall forward its adopted deficiency plan to the agency within 12 months of the identification of a deficiency. The agency shall hold a noticed public hearing within 60 days of receiving the deficiency plan. Following the hearing, the agency shall either accept or reject the deficiency plan in its entirety, but the agency may not modify the deficiency plan. If the agency rejects the plan, it shall notify the local jurisdiction of the reasons for that rejection, and the local jurisdiction shall submit a revised plan within 90 days addressing the agency's concerns. Failure of a local jurisdiction to comply with the schedule and requirements of this section shall be considered to be nonconformance for the purposes of Section 65089.5.

(e) The agency shall incorporate into its deficiency plan procedures, a methodology for determining if deficiency impacts are caused by more than one local jurisdiction within the boundaries of the agency.

(1) If, according to the agency's methodology, it is determined that more than one local jurisdiction is responsible for causing a deficient segment or intersection, all responsible local jurisdictions shall participate in the development of a deficiency plan to be adopted by all participating local jurisdictions.

(2) The local jurisdiction in which the deficiency occurs shall have lead responsibility for developing the deficiency plan and for coordinating with other impacting local jurisdictions. If a local jurisdiction responsible for participating in a multi-jurisdictional deficiency plan does not adopt the deficiency plan in accordance with the schedule and requirements of paragraph (a) of this section, that jurisdiction shall be considered in nonconformance with the program for purposes of Section 65089.5.

(3) The agency shall establish a conflict resolution process for addressing conflicts or disputes between local jurisdictions in meeting the multi-jurisdictional deficiency plan responsibilities of this section.

civil unrest during the state of emergency declared by the Governor on April 29, 1992, are not subject to the requirements of this chapter when permission is sought to repair or rebuild. This section does not exempt buildings or structures from any other requirement of the local jurisdiction otherwise applicable.

(b) This section shall become inoperative on June 1, 1995, and as of January 1, 1996, is repealed, unless a later enacted statute, which becomes effective on or before January 1, 1996, deletes or extends the dates on which it becomes inoperative and is repealed.

65089.9. The study steering committee established pursuant to Section 6 of Chapter 444 of the Statutes of 1992 may designate at least two congestion management agencies to participate in a demonstration study comparing multimodal performance standards to highway level of service standards. The department shall make available, from existing resources, fifty thousand dollars ($50,000) from the Transportation Planning and Development Account in the State Transportation Fund to fund each of the demonstration projects. The designated agencies shall submit a report to the Legislature not later than June 30, 1997, regarding the findings of each demonstration project.

APPENDIX II

Regional (MTC) Guidance Regarding the Development of Congestion Management Programs

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MTC
METROPOLITAN
TRANSPORTATION
COMMISSION

JOSEPH P. BORT METROCENTER
101 EIGHTH STREET
OAKLAND, CA 94607-4700
PHONE 510/464-7700
TDD/TTY 510/464-7769
FAX 510/464-7848

MEMORANDUM

To: Work Program Committee Date: March 10, 1995

Fr: Deputy Executive Director

Re: Guidance for Consistency of CMPs with the RTP: Revisions to Resolution No. 2537

Background

Congestion Management Programs (CMPs) were established as part of a bi-partisan legislative package in 1989, and approved by the voters in 1990. The legislation increased transportation revenues and changed state transportation planning and programming processes. The CMP statutes established specific mandatory requirements which must be satisfied in order for local jurisdictions to receive certain gas tax subvention funds, and mandated a role for the CMPs in the development of the Regional Transportation Improvement Program (RTIP).

The CMP statutes also specified that the regional agency, i.e., MTC in the Bay Area, evaluate the consistency of the CMPs with the Regional Transportation Plan (RTP), and, upon a finding of consistency, incorporate the CMPs into the RTIP. In June 1990, MTC adopted Res. No. 2166 to establish guidelines for determining consistency of CMPs with the RTP. In April 1993, MTC adopted a new resolution, No. 2537, to update the guidelines in response to changes in CMP statutes.

Since the adoption of Res. No. 2537, statutes concerning CMPs were further revised through the passage of AB 1963 and AB 1619, and MTC adopted the 1994 Regional Transportation Plan. The attached proposed revisions to MTC Resolution No. 2537 are intended to respond to these changes.

Proposed Revisions

In particular, revisions are proposed to:

- Reflect the overall regional policies established in the final 1994 Regional Transportation Plan (RTP).

- Focus on MTC's role in determining consistency of CMPs with the RTP, and the relationship of the CMPs to the regional transportation planning process.

- Reflect, as appropriate, changes in CMP statutes established through passage of AB 1963. An overview of major changes established through AB 1963 is included in this cover memo as Exhibit 1: however, our proposed Consistency Guidance focuses only on consistency requirements. It does not address the extent to which CMAs have satisfied other CMP requirements.

- Incorporate changes made in the State Transportation Control Measures (TCMs), as established in the 1994 Bay Area Clean Air Plan.

- Incorporate changes made in the modeling checklist developed through the work of the Modeling Coordination Subcommittee of the Partnership.

- Reflect the passage of AB 1619, which modified statutes regarding countywide transportation plans and elaborated on their relationship to CMPs.

MTC Responsibilities

MTC's responsibilities under CMP statutes are primarily oriented toward determining consistency with the RTP. Consistency will be evaluated based upon:

1) Goals and objectives established in the RTP.
2) Consistency of the system definition with adjoining counties.
3) Consistency with pertinent Air Quality Plans, as incorporated in the RTP.
4) Consistency with the MTC Travel Demand Modeling Databases and Methodologies.
5) RTP Financial Requirements and Projections.

Upon a finding of consistency, MTC shall incorporate the program into the Regional Transportation Improvement Program (RTIP), subject to specific programming and funding requirements. MTC's multimodal priority setting process is specified in MTC Res. No. 2526, revised.

Proposed Schedule for CMPs and the Consistency Review Process

DATE	EVENT	RESPONSIBLE PARTY
March 10	Approval of Guidance on CMP Consistency, forward to full Commission	Work Program Committee
March 22	Adoption of Guidance on CMP Consistency	MTC
June	Draft CMPs submitted to MTC	CMAs
July-October	Staff comments and discussions on CMPs	MTC and CMA staff
October 31	Final CMPs submitted to MTC	CMAs
November 10	Resolution of Consistency Findings of CMPs forwarded to the full Commission	Work Program Committee
November 22	Resolution of Consistency Findings of the CMPs	MTC

MTC staff has requested submittal of final draft CMPs by June 30, in order to allow for RTIP preparation and comments on regional consistency prior to the adoption of the final CMPs. Final CMPs are due to MTC in October. Final consistency findings are scheduled for November.

Recommendation

Staff recommends approval of Resolution No. 2537, revised.

William F. Hein

Exhibit 1

The Legislature passed AB 1963 in September 1994, including the following significant changes in CMP statutes:

Biennial monitoring of local conformance
Requires that CMAs monitor local conformance to the CMP at least biennially, rather than annually.

Performance element including performance measures
Requires a "performance element that includes performance measures to evaluate current and future multimodal system performance for the movement of people and goods" in substitution for the previously separate transit element. Additionally the new language requires that these performance measures be used in the development of the Capital Improvement Program, deficiency plans, and land use analysis programs.

Coordination of trip reduction responsibilities
Requires coordination of trip reduction responsibilities between CMAs and the Air Districts.

Data collection responsibilities
Specifies Caltrans' responsibility for data collection and analysis on the State Highway System, unless the CMA designates that responsibility to another entity. The CMA may also assign data collection and analysis responsiblities to other owners and operators of facilities or services if such responsibilities are specified in its adopted program. The CMA is required to consult with Caltrans and other owners and operators in developing data collection and analysis procedures and schedules prior to adopting a program.

Monitored LOS and deficiency plans
Attempts to clarify the relationship between monitored levels of service and the evaluation of the violation of standards leading to the development of deficiency plans.

Multi-jurisdictional deficiency plans
Establishes multi-jurisdictional deficiency plans, including direction to CMAs to develop a methodology for determining if deficiency impacts are caused by more than one local jurisdiction, a conflict resolution process for multi-jurisdictional deficiency plans, and specifying local responsibilities.

Cross county trip generation facilities
Requires participation by a local jurisdiction that owns or is responsible for a trip generating facility that is in another county, upon request by the CMA where the facility is located.

Exclusions for deficiency plan purposes
Further defines high-density residential housing for the purpose of excluding impacts from deficiency planning responsibilities.

Demonstration project
Allows the study steering committee to designate at least two CMAs to participate in a demonstration study comparing multimodal performance standards to highway levels of service, requires that Caltrans make at least $50,000 available for each of the studies, and requires a report by 1999.

Date: April 9, 1993
W.I.: 902.10.01
W.A.: Res-2537.DOC/MTS Share
Referred By: WPC
Revised: 3/22/95-C

ABSTRACT

Resolution No. 2537

This resolution revises MTC's Guidance for Consistency of Congestion Management Programs with the Regional Transportation Plan.

This resolution supercedes Resolution No. 2166.

Date: April 9, 1993
W.I.: 902.10.01
W.A.: 1258r
Referred By: WPC

Re: Congestion Management Program Policy.

METROPOLITAN TRANSPORTATION COMMISSION

RESOLUTION NO. 2537

WHEREAS, the Metropolitan Transportation Commission (MTC) is the regional transportation planning agency for the San Francisco Bay Area pursuant to Government Code Sections 66500 et seq; and

WHEREAS, Government Code § 65080 requires each transportation planning agency to prepare a regional transportation plan and a regional transportation improvement program directed at the achievement of a coordinated and balanced regional transportation system; and

WHEREAS, Government Code § 65089 requires a designated local agency in each urbanized county to develop, adopt, and periodically update a congestion management program for the county and its included cities; and requires that this congestion management program be developed in consultation, among others, with the regional transportation planning agency; and

WHEREAS, Government Code § 65089.2 requires that the regional transportation planning agency must make a finding that each congestion management program is consistent with the regional transportation plan, and upon making that finding shall incorporate the congestion management program into the regional transportation improvement program; and

WHEREAS, Government Code § 65082 requires that congestion management programs be incorporated into the regional transportation improvement program approved by MTC; and

WHEREAS, MTC has adopted a Congestion Management Program Policy (MTC Resolution 2166) to provide guidance for all the counties and cities within the region in preparing their congestion management programs; and,

WHEREAS, MTC's Congestion Management Program Policy needs to be updated from time to time to provide further guidance, now, therefore, be it

RESOLVED, that MTC adopts the Congestion Management Program Policy, as set forth in Attachments A and B to this resolution, which are incorporated herein by reference; and, be it further

RESOLVED, that this resolution shall be transmitted to the nine Bay Area counties and their included cities for use in preparing their congestion management programs.

METROPOLITAN TRANSPORTATION COMMISSION

Jane Baker

Jane Baker, Chairwoman

The above resolution was entered into by the Metropolitan Transportation Commission at a regular meeting of the Commission held in Oakland, California, on April 28, 1993.

Date: April 9, 1993
W.I.: 902.10.01
W.A.: Res-2537.DOC/MTS Share
Referred By: WPC
Revised: 3/22/95-C

Attachment A
Resolution No. 2537
Page 1 of 12

GUIDANCE FOR CONSISTENCY OF

CONGESTION MANAGEMENT PROGRAMS

WITH THE REGIONAL TRANSPORTATION PLAN

Metropolitan Transportation Commission

March 22, 1995

GUIDANCE FOR CONSISTENCY OF CONGESTION MANAGEMENT PROGRAMS WITH THE REGIONAL TRANSPORTATION PLAN

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1. INTRODUCTION

A. Purpose Of This Guidance

The Congestion Management Program (CMP) statutes establish specific requirements for the content and development process for CMPs, for the relationship between CMPs and the metropolitan planning process, for CMA monitoring and other responsibilities, and for the responsibilities of MTC as the regional transportation agency.

CMP statutes also specify particular responsibilities involving CMPs for the regional transportation agency, in the Bay Area, MTC. These responsibilities include review of the consistency of the CMPs with the RTP, evaluation of the consistency and compatibility of the CMPs in the Bay Area, and inclusion of the CMP projects in the Regional Transportation Improvement Program (RTIP).

The purpose of this guidance is to focus on the relationship of the CMPs to the regional planning process and MTC's role in determining consistency of CMPs with the Regional Transportation Plan (RTP). (The CMP statutes are attached as Appendix C.)

B. Legislative Requirement for Congestion Management Programs

Congestion Management Programs were established as part of a bi-partisan legislative package in 1989, and approved by the voters in 1990. The legislation increased transportation revenues and changed state transportation planning and programming processes. The specific CMP provisions were originally chartered by the Katz-Kopp-Baker-Campbell Transportation Blueprint for the Twenty-First Century AB 471 (Katz); (Chapter 106, Statutes 1989) and AB 471 (Katz) (Chapter 106, Statutes of 1989). They were significantly revised by AB 1791 (Katz) (Chapter 16, Statutes of 1990), AB 3093 (Katz) (Chapter 2.6, Statutes of 1992), and AB 1963 (Katz) (Chapter 1146, Statutes of 1994).

CMP statutes establish specific mandatory requirements which must be satisfied in order for local jurisdictions to receive certain gas tax subvention funds. Additionally, CMPs play a mandated role in the

development of specific project proposals for the Regional Transportation Improvement Program.

C. The Role of CMPs in the Metropolitan Planning Process

CMPs play a role in the countywide and regional transportation planning processes:

- CMPs can identify specific near term projects to implement the longer range vision established in a countywide plan.
- Through CMPs, the transportation investment priorities of the multiple jurisdictions in each county can be addressed in a countywide context.
- CMPs establish a link between local land use decision making and the transportation planning process.
- CMPs are a primary building block for the federally required Congestion Management System.

II. MTC's ROLE and RESPONSIBILITIES

A. MTC's Responsibilities regarding CMPs

MTC's direct responsibilities under CMP statutes are concentrated in the following provisions:

> *"The regional agency shall evaluate the consistency between the program (i.e., the CMP) and the regional transportation plans required pursuant to Section 65080. In the case of a multicounty regional transportation planning agency, that agency shall evaluate the consistency and compatibility of the programs within the region.* (Section 65089.2 (a))
>
> *The regional agency, upon finding that the program is consistent, shall incorporate the program into the regional transportation*

improvement program as provided for in Section 65082. If the regional agency finds the program is inconsistent, it may exclude any project in the congestion management program from inclusion in the regional transportation improvement program. (Section 65089.2(b))

It is the intent of the Legislature that the regional agency, when its boundaries include areas in more than one county, should resolve inconsistencies and mediate disputes which arise between agencies related to congestion management programs adopted for those areas." (Section 65089.2.(d)(1))

B. The Regional Transportation Plan (RTP)

MTC is responsible for the RTP, which is the 20 year regional transportation policy and planning document for the region. The CMA may submit project proposals for consideration by MTC in developing future financially constrained RTPs. Legal requirements for the RTP are established by State law (Govt. Code Sec. 66500 et seq., & Sec. 65080) and Federal law (Title 23, U.S.C., Sec. 134 et. seq.). Under state law, the three elements of the RTP are:

- The **Policy Element**, which identifies the Commission's goals, policies and objectives.

- The **Financial Element**, which projects the operating and maintenance costs for the existing transportation system, and estimates reasonably assumed revenues for transportation over the next 20 years. Twenty year revenue estimates are developed for each Bay Area county.

- The **Action Element**, which outlines a financially constrained investment strategy for the continued maintenance and operation of the MTS, and defines certain strategic expansions for the system. The region's investment is specified for each county.

Under federal metropolitan planning requirements, the RTP must consider the 15 ISTEA planning factors, the ISTEA Management

Systems, federal and State air quality requirements, and the Americans with Disabilities Act.

C. Consistency Findings

MTC's findings for the consistency of CMPs focus on five areas:

- Goals and objectives established in the RTP,
- Consistency of the system definition with adjoining counties,
- Consistency with federal and state air quality plans,
- Consistency with the MTC travel demand modeling database and methodologies; and
- RTP financial assumptions.

1) Goals and objectives established in the RTP.

The 1994 RTP includes the following goals:

- Improve mobility for persons and freight:
  The ability to move with a reasonable degree of ease and predictability on a Metropolitan Transportation System (MTS) in the Bay Area is key to the region's economy and quality of life. The MTS should be the focus of the many partner agencies who operate it.

- Promote equity for system users:
  Equitable access to the region's transportation system, and the decision-making process that governs it, should be provided for all persons.

- Enhance sensitivity to the environment
  The environmental impact, both short and long-term, of transportation decisions should be fully analyzed and considered, and adverse impacts mitigated whenever possible.

- Support economic vitality of the region
  The relationship between a productive regional economy and the ability of the transportation infrastructure to move

individuals, commodities, and information should be recognized and reinforced.

- Support community vitality of the region
  Transportation improvements should be used to help create more livable communities and enhance the Bay Area quality of life.

2) Consistency of the system definition with adjoining counties.

The CMP statutes require that the CMA designate a system of highways and roadways which shall be subject to the CMP requirements. Consistency requires the regional continuity of the CMP designated system for facilities that cross county borders. MTC's consistency review will be guided by those elements of the CMP system that are also part of the Metropolitan Transportation System (MTS), as established in the most recent RTP.

3) Consistency with pertinent Air Quality Plans, as incorporated in the RTP.

The RTP incorporates Transportation Control Measures (TCMs) contained in the federal and state air quality plans to achieve and maintain the respective standards for ozone and carbon monoxide. The statutes require that the Capital Improvement Program (CIP) of the CMP conform to transportation related vehicle emission air quality mitigation measures. CMPs should promote the region's adopted transportation control measures (TCMs) for the Federal and State Clean Air Plans.

- A list of federal and state TCMs is provided in Table 1 of Attachment A (for more detailed descriptions see Volume III of the most current Transportation Improvement Program and the 1994 Clean Air Plan).

- In particular, TCMs that require local implementation should be identified in the CMP, specifically in the CIP. If needed MTC will

indicate TCMs that need to be emphasized to help achieve federal and state air quality standards.

4) Consistency with the MTC Travel Demand Modeling Databases and Methodologies

The agency, (i.e., the CMA) in consultation with the regional agency, cities, and the county, shall develop a uniform data base on traffic impacts for use in a countywide transportation computer model . . . The computer models shall be consistent with the modeling methodology adopted by the regional planning agency. The data bases used in the models shall be consistent with the data bases used by the regional planning agency. Where the regional agency has jurisdiction over two or more counties, the data bases used by the agency shall be consistent with the data bases used by the regional agency. (Section 65089 (c))

MTC desires the development of highly consistent travel demand models, with coordinated regional and subregional models and shared databases, to provide a common foundation for transportation policy and investment analysis.

The Modeling Coordination Subcommittee of the Bay Area Partnership is currently evaluating possible approaches towards improving modeling consistency regionwide. Specific issues include the ability to compare and combine information from regional/county and county/county analyses, use of forecasting data for multiple purposes, and the recurring need to update the models. Additionally, the Subcommittee will continue to serve as a forum for sharing data and expertise, and providing peer review for issues involving the models developed by or for the CMAs, MTC, and other parties.

For the 1995 CMPs, the MTC Checklist for Modeling Consistency for the 1995 CMPs will be used to guide the consistency assessment of the CMA models with the MTC model. This Modeling Checklist was reviewed and recommended by the Modeling Coordination Subcommittee and the Plans and Programs Committee.

The Checklist is included as Attachment B, and addresses:

- Demographic/econometric forecasts
- Pricing assumptions
- Network assumptions
- Auto ownership assumptions
- Trip generation methodology
- Trip distribution methodology
- Mode choice methodology
- Traffic assignment methodologies

5) RTP Financial Requirements and Projections.

Under the federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, the actions, programs and projects in the RTP must be financially deliverable within reasonable estimates of public and private resources. While CMPs are not required by legislation to be financially constrained, recognition of financial constraints, including the costs for maintaining and operating the existing multi-modal system and the status of specific major projects, will strengthen the consistency and linkage between the regional planning process and the CMP.

D. Consistency and Compatibility of the Programs within the Region

The legislation requires that, in the case of a multi-county regional transportation agency, that agency shall evaluate the consistency and compatibility of the congestion management programs within the region. Further, it is the Legislature's stated intention that the regional agency (i.e., MTC) resolve inconsistencies and mediate disputes between congestion management programs within a region.

To the extent useful and necessary, MTC will identify differences in methodologies and approaches between the CMPs on such issues as performance measures and land use impacts.

E. Incorporation of the CMP Projects into the RTIP

MTC is responsible for the RTIP, which is developed with input from the Bay Area Partnership. The RTIP is a seven year proposal of specific projects, developed for specific fund sources and programs. The RTIP is the regional proposal for State and federal funding, adopted by MTC and provided to the California Transportation Commission (CTC) for the development of the State Transportation Improvement Program (STIP). The RTIP is required to be consistent with the RTP which is currently in effect. The RTP is revised periodically.

The CMP statutes establish a direct linkage between CMPs that have been found to be consistent with the RTP, and the RTIP. MTC will review the projects in the CIP for consistency with the RTP. MTC's consistency findings for projects in the CMPs will be limited to those projects that are included in the RTP, and do not extend to other projects that may be included in the CMP. Some projects may be found consistent with a program category in the RTP. MTC, upon finding that the CMP is consistent with the RTP, shall incorporate the program into the RTIP, subject to specific programming and funding requirements. If MTC finds the program inconsistent, it may exclude any project in the program from inclusion in the RTIP. Since the RTIP must be consistent with the RTP, projects that are not consistent with the RTP will not be included in the RTIP. MTC may include certain projects or programs in the RTIP which are not in a CIP, but which are in the RTP.

MTC's multimodal priority setting process is currently specified in MTC's Resolution No. 2526, revised. This process includes procedures for the screening, scoring, and programming of projects, and an updated process will be available for the development of the 1995 RTIP.

MTC will establish county "bid" targets for specific funds, based upon the fund estimate as adopted by the CTC. Project proposals can only be included in the RTIP within these funding bid targets. MTC will also provide information on other relevant RTIP processes and requirements, including coordination between city, county, and transit districts for project applications, schedule, evaluations and recommendations of project submittals, as appropriate for the 1995 RTIP.

III. CMP PREPARATION AND SUBMITTAL TO MTC

A. CMP Preparation

The CMP shall be developed by the CMA in consultation with, and with the cooperation of, MTC, transportation providers, local governments, Caltrans, and the BAAQMD, and adopted at a noticed public hearing of the CMA.

CMPs are required to be adopted biennially, consistent with the schedule for updating and adopting the RTIP. The RTIP is scheduled to be adopted every other year. If circumstances arise that change this schedule, MTC will work with the CMAs in determining an appropriate schedule.

B. Regional Coordination

In addition to program development and coordination at the county level, and consistency with the RTP, the compatibility of the CMPs with other Bay Area CMPs would be enhanced through identification of cross county issues in an appropriate forum, such as Partnership and other appropriate policy and technical committees. Discussions would be most beneficial if done prior to final CMA actions on the CMP.

C. Submittal to MTC

To provide adequate review time, draft CMPs should be submitted to MTC by the end of June on each odd year, including 1995, in order to allow for incorporation into the RTIP for the December submittal to the California Transportation Commission. Final CMPs must be adopted prior to MTC consistency findings, to be made in November. MTC will provide a revised schedule in case of changes.

D. MTC Consistency Findings for CMPs

MTC will evaluate of consistency of the CMP every two years with the RTP that is in effect when the CMP is submitted. MTC will evaluate the consistency of draft CMPs when received, based upon the areas specified in this guidance, and will provide staff comments of any significant concerns. MTC can only make final consistency findings on CMPs that have been officially adopted. Consistency findings are scheduled to be recommended by the Work Program Committee and adopted by the Commission in November, 1995.

Appendix A: Federal and State Transportation Control Measures

Table A-1: Transportation Control Measures From the 1982 Federal Air Quality Plan for the Bay Area

	FEDERAL TCMs	DESCRIPTION
TCM 1	Reaffirm commitment to 28% transit ridership increase between 1978 and 1983.	Increase transit ridership according to the transit operator's five-year plans.
TCM 2	Support post-1983 improvements identified in the operator's five-year plans, and, after consultation with the operators, adopt ridership increase target for the period 1983 through 1987.	A target for this TCM was to increase ridership by 15% between 1982/83 and 1987/88.
TCM 3	Seek to expand and improve public transit beyond committed levels.	This TCM is to upgrade and expand transit service between the years 1982/83 and 1987/88. The target was to increase the combined fleet size by 15% during this period.
TCM 4	Continue to support development of High Occupancy Vehicle (HOV) lanes.	Implement HOV lanes where justified on a case-by-case basis; also includes highway ramp meters with HOV bypass lanes.
TCM 5	Continues to support RIDES efforts.	Support for RIDES efforts in regionwide commuter matching services, vanpooling and employer services designed to encourage employees to participate in ridesharing activities.
TCM 6	Continue efforts to obtain funding to support long-range transit improvements.	Covers the funding and implementation of the Guadalupe light-rail transit in Santa Clara County and BART extensions to North Concord and Warm Springs (in Fremont).
TCM 7	Reaffirm commitment to preferential parking program.	Support the development of park-and-ride lots, where commuters can leave their cars and complete trips by other modes.
TCM 8	Encourage transit operators to work with Caltrans to identify underutilized lots along major transit lines that could be used as park-and-ride lots.	Applies to Caltrans' joint use park-and-ride program to establish lots in existing private parking areas.

continued ...

(Cont'd.)

Table A-1: Transportation Control Measures From the 1982 Federal Air Quality Plan for the Bay Area

	FEDERAL TCMs	DESCRIPTION
TCM 9	Expand Commute Alternatives Program.	Encourages employers to promote alternatives to commuting in the single-occupant vehicle. Includes funding to conduct employer transportation coordinator training classes, market ridesharing to the media and employers, and outreach programs to employers.
TCM 10	Develop Information Program for Local Governments	This TCM consists of providing information to local governments and developers detailing the role of local governments in addressing commute transportation and providing technical assistance.
TCM 11	Gasoline Conservation and Awareness Program (GasCap)	The GasCap program was funded by the California Energy Commission, sponsored by Caltrans and administered by the West Valley College. It entailed a training program oriented towards large vehicle fleets to teach proper driving techniques, vehicle maintenance and trip planning. It was discontinued in 1984. The California Energy Commission is continuing a GasCap type program by training large public agency fleet managers in methods to reduce fuel consumption.
TCM 12	Santa Clara Commuter Transportation Program	This TCM consists of the commuter program adopted by Santa Clara County in 1982. It consists of a ridesharing program, express bus service, park-and-ride lots, upgrading Southern Pacific (CalTrain) service and HOV lanes

Federal Air Quality Contingency Transportation Control Measures

TCM 13	Increase bridge tolls to $1.00 on all bridges.	Would raise tolls to $1.00 on the Antioch, Bay, Benicia and Carquinez bridges.
TCM 14	Bay Bridge surcharge of $1.00	Increase Bay Bridge toll to $2.00 to discourage single occupant automobile use and improve transit.
TCM 15	Increase state gas tax by 9 cents	Raise State gasoline taxes from 9 cents to 18 cents per gallon. This measure takes credit for emission reductions due to a full 9 cent increase, phased in by 1995.

(Cont'd.)

Table A-1: Federal Air Quality Contingency Transportation Control Measures

	FEDERAL TCMs	DESCRIPTION
TCM 16	Implement MTC Resolution No. 1876, Revised—New Rail Starts Agreement	Complete the $3.5 billion, 6 rail extension program by securing State and Federal funds for program. Only takes credit for emission reduction from a future BART extension to Colma.
TCM 17	Continue post-earthquake transit service	Continuation of ferry service initiated after the October 1989 earthquake and the expanded BART peak period service.
TCM 18	Sacramento-Bay Area Amtrak service	Implement near-term improvements recommended in ACR 132 Rail Study. Assumes three trains in each direction between Sacramento and the Bay Area.
TCM 19	Upgrade CalTrain service	Increase service frequency to 66 trains per day. Extend service to Gilroy.
TCM 20	Regional High Occupancy Vehicle (HOV) Lane System Plan	Expand and improve HOV concept first proposed in TCM 4 by developing and implementing the HOV Lane Master Plan. Includes 221 directional miles of HOV lanes.
TCM 21	Regional Transit Coordination	Includes multiple coordination initiatives: fare coordination, service coordination.
TCM 22	Expand Regional Transit Connection (RTC) ticket distribution	Expand on-going MTC program to provide a regional clearinghouse for sale of transit tickets to employers; encourage employers to subsidize tickets.
TCM 23	Employer audits	Development of a program to review the TSM programs of selected employers in the region and to suggest actions to enhance programs. Will target specific large or mid-size employers and small employers for improved commute alternatives program.
TCM 24	Expand signal timing program to new cities	Establishes a program to provide technical assistance to cities in the form of traffic monitoring, design of signal timing plans, and hardware improvements.
TCM 25	Maintain existing signal timing programs for local streets	Involves the provision of technical assistance to cities for periodic program adjustments and coordination with adjacent cities.
TCM 26	Incident management on Bay Area freeways	Incident management is part of Caltrans' Traffic Operations Systems (TOS). Assumes emission reductions from the initial phases of TOS on the approaches to the Bay Bridge.

(Cont'd.)

Table A-1: Federal Air Quality Contingency Transportation Control Measures

	FEDERAL TCMs	DESCRIPTION
TCM 27	Update MTC guidance on development of local TSM programs	MTC report "Key Considerations for Developing Local Government TSM Programs" (December 1988) contains guidance on developing TSM programs and would be updated.
TCM 28	Local Transportation Systems Management (TSM) initiatives	This TCM accounts for effects of new initiatives, such as Golden Triangle Task Force and Contra Costa County Growth Management Program.

Table A-2: Transportation Control Measures Adopted by the Bay Area Air Quality Management District as part of the Bay Area Clean Air Plan to Meet the California Clean Air Act

	STATE TCMs	DESCRIPTION
TCM 1	Expand employer assistance programs	Assist with training employee transportation coordinators and city/county transportation demand management coordinators; with starting-up transportation management associations; and with telecommuting programs, employee commute surveys, vanpool programs.
TCM 2	Adopt employer-based trip reduction rule	BAAQMD to implement regional employer-based trip reduction rule.
TCM 3	Improve areawide transit service	Increase local bus service; continue post-earthquake increase in BART service; expand rail service; upgrade CalTrain service.
TCM 4	Expedite and expand regional rail agreement	Based on MTC Resolution No. 1876, revised.
TCM 5	Improve access to rail and ferry transit stations	Improve feeder bus service and bicycle access; at transit stations add parking and encourage preferential parking for electric vehicles; add private shuttles from transit stations to employment centers.
TCM 6	Improve intercity rail service	Implement new intercity rail service in Auburn-Sacramento-Oakland-San Jose corridor
TCM 7	Improve ferry service	Per MTC Regional Ferry Plan.
TCM 8	Construct carpool/express bus lanes on freeways,	Based on "2005 HOV Master Plan".
TCM 9	Improve bicycle access and facilities	Maintain Bicycle Advisory Committees and comprehensive bicycle plans; encourage bicycles on transit vehicles and on all bridges; encourage employers and developers to provide bicycle access and facilities.
TCM 10	Youth transportation	Allocate funds for discount youth transit tickets; encourage carpooling among students; convert school buses to clean-fuel vehicles.
TCM 11	Install freeway Traffic Operations System (TOS)	Implement TOS, which includes traffic surveillance, traffic advisory signs, incident management, ramp metering; develop automated electronic toll collection facilities.

(Cont'd.)

Table A-2: Transportation Control Measures Adopted by the Bay Area Air Quality Management District as part of the Bay Area Clean Air Plan to Meet the California Clean Air Act

	STATE TCMs	DESCRIPTION
TCM 12	Improve arterial traffic management	Expand local signal timing programs for cities; study signal pre-emption for buses. Develop MTS Management Strategy. Improve arterials for buses and bicycles.
TCM 13	Transit use incentives	Improve coordination between transit operators regarding routes, schedules, transfers, fares; expand distribution of transit passes and tickets; consider fare reductions on off-peak.
TCM 14	Improve Rideshare/Vanpool Services and Incentives	Enhance ridesharing marketing services and provide incentives to vanpool and carpool. Examine opportunities to reduce vanpool vehicle acquisition and operation costs.
TCM 15	Local Clean Air Plans, Policies and Programs	Encourage cities and counties to incorporate air quality beneficial policies and programs into local planning and development activities, with a particular focus on subdivision, zoning and site design measures that reduce the number and length of single-occupant automobile trips.
TCM 16	Intermittent Control Measure/Public Education	Encourage public to reduce motor vehicle use on days of predicted ozone exceedances through "Spare the Air" program. Continue public education program to inform Bay Area residents about status of regional air quality, health effects of air pollution, sources of pollution, and measures that individuals and communities can take to help improve air quality.
TCM 17	Conduct Demonstration Projects	Promote demonstration projects to develop new strategies to reduce motor vehicle emissions. Potential projects will include telecommuting and electronic toll collection.
TCM 18	Implement Revenue Measures	Develop revenue measures needed to fund implementation of mobility improvement and user incentives: - Regional gas tax of $.10 - Continuation of CMAQ - Convert State Transit Capital Improvement (TCI) Program into a formula program.

Table A-2: Transportation Control Measures Adopted by the Bay Area Air Quality Management District as part of the Bay Area Clean Air Plan to Meet the California Clean Air Act

	STATE TCMs	DESCRIPTION
TCM 19	Implement Market Based Pricing Measures	Measures would be based on: - "Smog Fee": vehicle registration fee based on emissions and miles driven. - Gas Tax increase - Consider expanding congestion pricing upon successful completion of Bay Bridge congestion pricing demonstration project - Encourage expansion of parking cash-out programs. Use revenues for transportation alternatives and equity programs.

Appendix B: MTC Checklist for Modeling Consistency for the 1995 CMPs

MTC's goal is to establish a regionally consistent model "set" for application by MTC and the CMAs. This Checklist is intended to guide the CMAs through their model development and consistency certification process by providing an inventory of specific products to be developed and submitted to MTC, and by describing standard practices and assumptions to be followed. The Modeling Coordination Subcommittee may propose enhancements to this Checklist, such as the definition of specific numeric tolerances for model inputs and outputs, as necessary, to give the CMAs the ability to develop models that are readily certifiable, to provide the CMAs the ability to assess their own models, or at least some of their model components, and to improve the quality and consistency of the modeling processes in the region. Because of the complexity of the topic, the Checklist may need to be complemented by additional detailed information to explain differences in methodological approach or data. Significant differences will be resolved between MTC and the CMA, taking advantage of the Modeling Coordination Subcommittee and its peer review process. Additionally, the Modeling Coordination Subcommittee may explore development of a test for significant differences in demographic forecasts and their impact on travel forecasts as a basis for modifying the schedule for required updates.

A. Discuss the General Approach to Travel Demand Modeling by the CMA
Describe the model, and its relationship to the MTC model. If the model is based on MTC's model, describe any adjustments to model constants, coefficients, k-factor or friction factor re-estimation, market segmentation, and trip purposes, etc.

PRODUCT 1: Description of the above.

B. Demographic/Economic/Land Use Forecasts:
Use exact ABAG Projections for other Bay Area counties, and control totals (within 1 percent) for the county for population, households, jobs and employed residents. CMAs may reallocate growth forecasts within their own county in consultation with cities, MTC and ABAG. Projections 94 must be used for all new demographic databases developed for baseline travel demand forecasting purposes after August 1, 1994. CMAs may also, of course, analyze alternative land use scenarios in addition to these forecasts. If a land use based model is utilized, production and attraction comparisons will be made with the MTC model.

PRODUCT 2: Summary sheet comparing ABAG Projections economic and demographic data (cite reference) and CMP input data for population, households, jobs and employed residents for the 9 Bay Area counties for the base and forecast years (Year 2000 data must be included), and a statement establishing that the differences between the ABAG variables and those of the CMA input file do not exceed 1 percent at the county level for your county, and that no differences exist for the other 8 counties for a base case scenario.

C. Pricing Assumptions:

Use MTC's auto operating costs, transit fares, and bridge tolls.

PRODUCT 3: Statements establishing satisfaction of the above.

D. Network Assumptions:

Use MTC's regional highway and transit network assumptions for other Bay Area counties. CMAs may include more detailed network definition within their own county in addition to the regional highway and transit networks. For the Year 2000 the base case scenario, against which other scenarios will be compared, shall be limited to the approved Transportation Improvement Program (TIP).

PRODUCT 4: Statement establishing satisfaction of the above.

E. Auto Ownership Assumptions:

Use MTC auto ownership models or forecasts, or submit alternative models to MTC for review and comment.

PRODUCT 5: County and district level table(s) showing households by vehicle ownership level (0, 1, 2+ vehicle/household), and autos per household summaries at county and district levels, or autos per worker and total autos by district, and other pertinent auto ownership data if more appropriate. (Note that the term "district" used in these Guidelines may be interpreted as either MTC superdistricts or CMA defined districts.)

F. Trip Generation:

Use the regional person trip generation models for home-based work and non-work, and non-home based trips, or submit alternative models to MTC for review and comment. Results may be adjusted sub-regionally through calibration or modal constant adjustments.

PRODUCTS:

6) County and district level table(s) summarizing trip productions and trip attractions out of the trip generation model.
7) Trip rate analysis, including home-based work trips per employed resident, home-based non-work trips per household, and non-home-based trips per total job.
8) Description of sub-regional adjustment factors, if any.

G. Trip Distribution:

Work trip distribution models must be calibrated to the 1980 or 1990 Census Journey-to-Work commuter matrices. 1990 data should be used for all new forecasting databases developed for baseline travel demand forecasting purposes after August, 1994. Trip distribution results must be balanced to productions, and attraction balancing problems should be discussed with MTC.

PRODUCTS:

9) County and district level table(s) showing attraction balancing analysis, i.e., comparison of "modeled" attractions from the trip distribution model to "desired" attractions from the trip generation (trip attraction) models.
10) County-to-county level trip tables.
11) District-to-district level trip tables for intra-county trips.

All trip distribution analyses are to be stratified by trip purpose.

H. Mode Choice:

If a logit mode choice model is to be used, MTC's "SW" or "TW" for work trips, and MTC's mode choice models for home-based shop, home-based social recreational and non-home-based trip purposes should be used, or submit alternative methodology for MTC review.

PRODUCTS:

12) County-to-county and district-to-district (intra-county) level table(s) showing mode choice forecasts by trip purpose and travel mode. There is no need to document the county-to-county mode choice forecasts for trips that do not start, end, or pass through the particular county of interest.
13) Vehicle trip tables, county-to-county and intra-county district-to-district, stratified by trip purpose.

I. Traffic Assignment:

Use capacity restraint assignment for peak hour traffic assignments, or submit alternative methodology for MTC review.

PRODUCTS:

14) Description of trip assignment methodology for daily and/or peak hour (period) assignments for both transit and highway.
15) Describe peaking factors and vehicle occupancy assumptions utilized.
16) Observed and assigned volumes at specified locations may be provided as supporting material in order to assist in analyzing base year validations, and to analyze the adequacy of the model outputs for purposes of individual project carbon monoxide analyses.

Alternatively, CMAs may elect to utilize MTC zone to zone person/vehicle trip tables, adding network and zonal details within the county as appropriate, and then re-run the assignment. In this case, only Products 14 and 15 are applicable if vehicle trip tables are utilized, and additionally Products 12 and 13 if person trip tables are utilized.

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APPENDIX III

Congestion Management Roadway Network Segmentation

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CMP NETWORK - ARTERIALS

Rationale for Segmentation

Street Name	Land Use	Speed Limit	Major Cross Street	Change In Volume	Free-way Ramp
1st Street					
Market-Harrison					
3rd Street					
Jamestown-Evans *		x	x		
Evans-China Basin		x			
China Basin-Market		x		x	
4th Street					
Market-Harrison					x
Harrison-3rd St					x
5th Street					
Market-Brannan					
6th Street					
Market-Brannan					
7th Street					
Brannan-Market					
8th Street					
Market-Bryant					
9th Street					
Brannan-Market					
10th Street					
Market-Brannan					
19th Avenue/Park Presidio Blvd					
U.S.101-Lake		x			
Lake-Lincoln		x	x		
Lincoln-Sloat			x		
Sloat-J.Serra			x		
Alemany Blvd					
C & C limit-Lyell *		x			
Lyell-Bayshore		x			
Army Street					
Guerrero-Kansas *	x	x			x
Kansas-Bryant *					x
Bryant-3rd St.					x
Bay Street					
Van Ness-Embarcadero					
Bayshore Blvd					
Army-Industrial *			x		x
Industrial- C & C limit			x		x
Beale/Davis					
Clay-Mission					
Brannan Street					
Division-9th St					
6th St-5th St					
Broadway					
Gough-Larkin	x				

Street Name	Land Use	Speed Limit	Major Cross Street	Change In Volume	Free-way Ramp
Larkin-Powell (Tunnel)	x	x			
Powell-Montgomery		x			
Montgomery-Embarcadero			x		
Brotherhood Way					
J.Serra-Alemany					
Bryant Street					
Division-4th St					x
4th St-Embarcadero					x
Bush Street					
Masonic-Gough	x				
Gough-Market *	x		x		
Castro/Divisadero Street					
Pine-Geary			x		
Geary-14th St	x		x		
14th St-Market	x		x		
Clay Street					
Kearny-Davis					
Columbus Avenue					
North Point-Greenwich				x	
Greenwich-Montgomery			x		
Drumm Street					
Washington-Market					
Duboce Avenue					
Market-Mission *	x				
Mission-Potrero	x				
The Embarcadero					
Townsend-North Point					
Evans Avenue					
Army-3rd St *					
Fell Street					
Gough-Laguna					x
Laguna-Stanyan					x
Franklin Street					
Market-Pine			x		
Pine-Lombard	x				
Fremont Street					
Harrison-Market *					
Fulton Street					
Masonic-Arguello		x	x		
Arguello-Park Presidio *		x	x		
Geary Blvd					
Market-Gough	x	x			
Gough-Arguello		x			
Arguello-25th Ave			x		
25th Ave-Great Hwy	x		x		

Street Name	Land Use	Speed Limit	Major Cross Street	Change In Volume	Free-way Ramp
Geneva Avenue					
Phelan-Cayuga	x				
Cayuga-Paris	x				
Paris-Santos	x				
Golden Gate Avenue					
Masonic-Franklin	x	x	x		
Franklin-Market	x	x	x		
Gough Street					
Pine-Geary			x		
Geary-Golden Gate *	x				
Golden Gate-Market	x				
San Jose Avenue/Guerrero					
Army-29th St	x	x			
29th St-Monterey Blvd					x
Harrison Street					
Embarcadero-1st St *					x
1st St-4th St					x
4th St-8th St					x
8th St-13th St					x
Hayes Street					
Market-Gough					
Howard Street					
Embarcadero-S.Van Ness					
Junipero Serra Blvd					
Sloat-19th Ave *		x	x		
19th Ave-Brotherhood Way			x		
Brotherhood-C & C limit			x		
Kearny Street					
Market-Columbus					
King Street					
6th St-Embarcadero					
Lincoln Blvd/Kezar Drive					
19th Ave-5th Ave	x				
5th Ave-Stanyan	x				
Lombard Street					
Francisco-Van Ness *					
Main Street					
Mission-Market					
Market/Portola					
Sloat-Santa Clara	x				
Santa Clara-Clipper *	Grade Change				
Clipper-Castro	x				
Castro-Guerrero	x				
Guerrero-Van Ness			x	x	
Van Ness-Drumm	x				

Street Name	Land Use	Speed Limit	Major Cross Street	Change In Volume	Free-way Ramp
Masonic Avenue					
Pine-Geary			x		
Geary-Page			x		
Mission/Otis					
Embarcadero-3rd St	x				
3rd St-9th St	x				
9th St-14th St	x				
14th St-Army *	x				
Army-Ocean *			x		
Ocean-Sickles	x				
Montgomery Street					
Broadway-Bush					
North Point Street					
Van Ness-Columbus			x		
Columbus-Embarcadero			x		
O'Farrell Street					
Gough-Mason *	x				
Mason-Market	x				
Oak Street					
Stanyan-Divisadero *	x		x		
Divisadero-Laguna	x		x		x
Laguna-Franklin					x
Ocean Avenue					
19th Ave-Miramar *	x				
Miramar-I-280	x				
Pine Street					
Market-Kearny	x				
Kearny-Leavenworth	x				
Leavenworth-Franklin	x				
Franklin-Presidio	x				
Potrero Avenue					
Division-21st St	x			x	
21st St-Army	x			x	
Skyline Drive					
Sloat-City & County limit					
Sloat Boulevard					
Skyline-J.Serra					
Stanyan Street					
Fulton-Turk					
Sutter Street					
Market-Mason *	x				
Mason-Gough	x				
Gough-Divisadero	x		x		
Turk Street					
Market-Hyde	x				
Hyde-Gough	x				

Street Name	Land Use	Speed Limit	Major Cross Street	Change In Volume	Free-way Ramp
Hyde-Gough	x				
Gough-Divisadero	x				
Divisadero-Stanyan			x		
Van Ness Avenue					
Lombard-Washington	Sig.	Syst.	Change		
Washington-GoldenGate Av *	x				
Golden Gate Ave-13th St *					x
13th St-Army					x
Washington Street					
Kearny-Drumm					
West Portal Avenue					
Sloat-Ulloa					

* indicates change in segment boundary.

CMP NETWORK - FREEWAYS

Rationale for Segmentation

Freeway	Split	Off-ramp	On-ramp
I-280			
C & C limit- U.S. 101	x		
101/280 -6th/Brannan	x		
U.S.101			
C & C limit- I-280	x		
I-280- I-80	x		
I-80- Fell/Laguna	x		
I-80			
U.S. 101- Fremont		x	
Fremont- Treasure Island		x	

APPENDIX IV

Results of Level of Service Monitoring
April/May 1995

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Table I

Results of Level of Service Monitoring - Arterials - A.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
1st Street	Market	Harrison	3	S	0.47		*	15.1	C		
3rd Street	Jamestown	Evans	3	N	1.61		*	25.4	B		
	Evans	Jamestown	3	S	1.61		*	22.3	C		
	Evans	China Basin	3	N	1.00	10.3	D	24.0	B		
	China Basin	Evans	3	S	2.40	10.3	D	24.1	B		
	China Basin	Market	3	N	2.40	12.1	D	12.1	D	15.3	C
4th St/	O'Farrell	Harrison	3	S			*	11.6	D	8.1	E
Stockton	Harrison	3rd Street	3	S	0.76		*	15.0	C		
5th Street	Market	Brannan	3	S	0.72	7.9	E	11.6	C		
	Brannan	Market	3	N	0.72	7.9	E	10.5	D	10.7	D
6th Street	Market	Brannan	3	S	0.71		*	22.4	B		
	Brannan	Market	3	N	0.71		*	13.8	C		
7th Street	Brannan	Market	3	N	0.72	8.9	E	13.9	C		
8th Street	Market	Bryant	3	S	0.59		*	17.1	C		
9th Street	Brannan	Market	3	N	0.72	9.9	D	12.5	D	13.3	C
10th Street	Market	Brannan	3	S	0.71	12.1	D	20.5	B		
19th Avenue/	U.S. 101	Lake	1	S	1.54		*	38.3	A		
Park Presidio	Lake	U.S. 101	1	N	1.57		*	38.8	A		
	Lake	Lincoln	3	S	1.83		*	20.9	B		
	Lincoln	Lake	3	N	1.83		*	21.9	B		
	Lincoln	Sloat	3	S	2.12	11.1	D	17.2	C		
	Sloat	Lincoln	3	N	2.12	11.1	D	19.2	B		
	Sloat	J. Serra	3	S	1.25		*	20.2	B		
	J. Serra	Sloat	3	N	1.25		*	19.2	B		
Alemany	County Line	Lyell	3	E	2.79		*	25.6	B		
	Lyell	County Line	3	W	2.79		*	25.6	B		
	Lyell	Bayshore	3	E	1.42		*	28.5	A		
	Bayshore	Lyell	3	W	1.42		*	35.4	A		
Army	Guerrero	SVN	3	E	0.36		*	16.1	C		
	SVN	Guerrero	3	W	0.36	5.8	F	17.8	C		
	SVN	Evans	3	E	1.02		*	21.0	B		
	Evans	SVN	3	W	1.02		*	20.6	B		
	Evans	Penn.	3	E			*		~		
	Penn.	Evans	3	W			*		~		
	Penn.	3rd Street	3	E			*		~		
	3rd Street	Penn.	3	W			*		~		
	Guerrero	Bryant	3	E	0.75			19.0	B		
	Bryant	Guerrero	3	W	0.75			19.6	B		
	Kansas	Bryant	3	E	0.37			17.7	C		
	Bryant	Kansas	3	W	0.37			19.9	B		
	Kansas	3rd Street	3	E	0.79			17.6	C		
	3rd Street	Kansas	3	W	0.79			19.4	B		
Bay	Van Ness	Embarcadero	3	E	0.71	12.7	D	22.4	B		
	Embarcadero	Van Ness	3	W	0.71	12.7	D	19.7	B		

Table I

Results of Level of Service Monitoring - Arterials - A.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
Bayshore	Oakdale	I-280	3	S		7.9	E		~		
	I-280	Oakdale	3	N		7.9	E		~		
	I-280	Silver	3	S			*		~		
	Silver	I-280	3	N			*		~		
	Silver	Paul	3	S		4.9	F		~		
	Paul	Silver	3	N		4.9	F		~		
	Paul	County Line	3	S			*		~		
	County Line	Paul	3	N			*		~		
	Army	Industrial	3	S	0.83			21.0	B		
	Industrial	Army	3	N	0.83			20.2	B		
	Industrial	County Line	3	S	2.24			27.4	A		
	County Line	Industrial	3	N	2.24			20.9	B		
Beale/Davis	Clay	Mission	3	S	0.31		*	11.3	D	10.0	D
Brannan	Division	9th Street	3	E	0.08		*	14.4	C	9.2	D
	9th Street	Division	3	W	0.08		*	13.7	C		
	6th Street	5th Street	3	E	0.09		*	7.7	E	7.7	E
	5th Street	6th Street	3	W	0.09		*	8.9	E	6.1	F
Broadway	Gough	Larkin	3	E	0.57		*	19.2	B		
	Larkin	Gough	3	W	0.27		*	10.6	D	11.2	D
	Larkin	Powell	1	E	0.54		*	22.5	B		
	Powell	Larkin	1	W	0.54		*	35.6	A		
	Powell	Montgomery	3	E	0.34		*	16.8	C		
	Montgomery	Powell	3	W	0.34		*	15.2	C		
	Montgomery	Embarcdero	3	E	0.35		*	11.2	D	9.4	D
	Embarcadero	Montgomery	3	W	0.35		*	17.7	C		
Bryant	Division	4th Street	3	E	0.99	7.7	E	12.2	D	13.2	C
	4th Street	Embarcadero	3	E	0.78		*	21.8	B		
Bush	Masonic	Gough	3	E	1.23		*	17.3	C		
	Gough	Market	3	E	1.36	3.2	F	10.9	D	9.6	D
Castro/	Pine	Geary	3	S	0.27		*	14.2	C		
Divisadero	Geary	Pine	3	N	0.27		*	10.8	D	7.7	E
	Geary	14th	3	S	1.16		*	14.8	C		
	14th	Geary	3	N	1.16	4.5	F	14.0	C		
	14th Street	Market	3	S	0.34		*	11.9	D	10.4	D
	Market	14th Street	3	N	0.34		*	17.5	C		
Clay	Kearny	Davis	3	E	0.22	11.7	D	3.7	E		
Columbus	North Point	Greenwich	3	S	0.50		*	18.6	C		
	Greenwich	North Point	3	N	0.50		*	22.6	B		
	Greenwich	Montgomery	3	S	0.67		*	16.3	C		
	Montgomery	Greenwich	3	N	0.67		*	14.0	C		
Drumm	Washington	Market	3	S	0.23		*	5.3	F	5.3	F
	Market	Washington	3	N	0.23		*	19.9	B		
Duboce/	Market	Mission	3	E	0.34		*	7.7	E	9.1	D
Division	Mission	Market	3	W	0.34		*	10.7	D	11.7	D
	Mission	Potrero	3	E	0.64	9.9	D	12.0	D	11.5	D
	Potrero	Mission	3	W	0.64	9.9	D	17.1	C		
Embarcadero	Townsend	North Point	3	N			*	21.2	B		
	North Point	Townsend	3	S			*	15.2	C		

Table I

Results of Level of Service Monitoring - Arterials - A.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
Evans	Army	Toland	3	S	0.18		*	14.3	C		
	Toland	Army	3	N	0.18		*	12.1	D	16.5	C
	Toland	3rd Street	3	S	0.53		*	17.0	C		
	3rd Street	Toland	3	N	0.53		*	25.9	A		
	Army	3rd Street	3	S	0.71			16.3	C		
	3rd Street	Army	3	N	0.71			19.9	B		
Fell	Gough	Market	3	E	0.30		*	11.6	D	12.0	D
	Gough	Laguna	3	W	0.20		*	26.7	A		
	Laguna	Stanyan	3	W	1.55		*	19.0	B		
Franklin	Market	Pine	3	N	1.06	8.5	E	13.3	C		
	Pine	Lombard	3	N	0.82		*	14.0	C		
Fremont	Harrison	Market	3	N	0.85		*	6.4	F		
Fulton	Park Pres.	10th Avenue	3	E	0.20		*	16.7	C		
	10th Avenue	Park Pres.	3	W	0.20		*	14.2	C		
	10th Avenue	Arguello	3	E	0.53		*	22.4	B		
	Arguello	10th Avenue	3	W	0.53		*	22.0	B		
	Arguello	Masonic	3	E	0.66	9.8	D	18.6	C		
	Masonic	Arguello	3	W	0.66		*	15.9	C		
Geary	Great Hwy.	25th Avenue	3	E	1.47		*	24.2	B		
	25th Avenue	Great Hwy.	3	W	1.47		*	28.3	A		
	25th Avenue	Arguello	3	E			*	21.6	B		
	Arguello	25th Avenue	3	W			*	21.3	B		
	Arguello	Gough	3	E			*	25.3	A		
	Gough	Arguello	3	W			*	23.8	B		
	Market	Gough	3	W			*	12.3	D	15.4	C
Geneva	Phelan	Cayuga	3	E	0.57		*	15.0	C		
	Cayuga	Phelan	3	W	0.57		*	4.5	F	15.5	C
	Cayuga	Paris	3	E	0.40	10.4	D	11.7	D	13.0	C
	Paris	Cayuga	3	W	0.40	10.4	D	11.6	D	13.3	C
	Paris	Santos	3	E	1.18		*	29.7	A		
	Santos	Paris	3	W	1.18		*	27.4	A		
Golden Gate	Masonic	Franklin	3	E	1.36		*	19.3	B		
	Franklin	Market	3	E		12.2	D	16.9	C		
Gough	Pine	Geary	3	S	0.27	9.5	D	25.6	A		
	Geary	Golden Gate	3	S	0.34		*	20.1	B		
	Golden Gate	Market	3	S	0.57	8.3	E	12.8	D	11.1	D
Guerrero/ San Jose	Army	29th Street	3	S	0.10		*	26.3	A		
	29th Street	Army	3	N	0.10	6.2	F	19.3	B		
	29th Street	Monterey	1	S	0.97		*	23.7	B		
	Monterey	29th Street	1	N	1.24		*	17.3	C		
Harrison	Embarcadero	1st Street	3	W	0.84			34.8	A		
	1st Street	4th Street	3	W	0.56			27.6	A		
	4th Street	8th Street	3	W	0.68			28.9	A		
	8th Street	Division	3	W	0.40			14.4	C		
	Embarcadero	2nd Street	3	W	0.49		*		~		
	2nd Street	4th Street	3	W	0.35		*		~		
	4th Street	8th Street	3	W	0.69		*		~		
	8th Street	Division	3	W	0.40		*		~		
Hayes	Market	Gough	3	W	0.38		*	10.2	D	11.1	D

Table I

Results of Level of Service Monitoring - Arterials - A.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
Howard	Embarcadero	SVN	3	W	2.20		*	14.9	C		
J. Serra	Sloat	19th	1	S	1.25		*	32.4	B		
	19th	Sloat	1	N	1.25		*	27.0	C		
	19th	Brotherhood	1	S	0.30		*	19.9	B		
	Brotherhood	19th	1	N	0.30	9.7	D	23.8	C		
	Brotherhood	County Line	1	S	0.37		*	41.9	A		
	County Line	Brotherhood	1	N	0.37		*	40.4	A		
Kearny	Market	Columbus	3	N	0.63	6.3	F	13.7	C		
King	7th Street	2nd Street	3	E			*	12.4	D	15.6	C
	2nd Street	7th Street	3	W			*	13.9	C		
Lincoln/	19th Avenue	5th Ave.	3	E	0.83		*	22.6	B		
Kezar	5th Ave.	19th Avenue	3	W	0.83		*	25.2	A		
	5th Ave.	Stanyan	3	E	0.69		*	10.7	D	12.2	D
	Stanyan	5th Ave.	3	W	0.69		*	31.7	A		
Lombard	Francisco	Broderick	3	E	0.16	7.6	E		~		
	Broderick	Francisco	3	W	0.16		*		~		
	Broderick	Pierce	3	E	0.31		*		~		
	Pierce	Broderick	3	W	0.31		*		~		
	Pierce	Laguna	3	E	0.45		*		~		
	Laguna	Pierce	3	W	0.45		*		~		
	Laguna	Van Ness	3	E	0.33		*		~		
	Van Ness	Laguna	3	W	0.33		*		~		
	Francisco	Van Ness	3	E	1.28			22.2	B		
	Van Ness	Francisco	3	W	1.28			19.7	B		
Main	Mission	Market	3	N	0.13		*	9.9	D	9.8	D
Market/	Sloat	Santa Clara	3	E	0.41		*	16.0	C		
Portola	Santa Clara	Sloat	3	W	0.41		*	13.2	C		
	Santa Clara	Clipper	3	E	2.45		*	24.1	B		
	Clipper	Santa Clara	3	W	2.45		*	22.8	B		
	Clipper	Castro	3	E	1.67	7.0	F	33.0	A		
	Castro	Clipper	3	W	1.67		*	28.0	B		
	Castro	Guerrero	3	E	0.80	8.7	E	20.0	B		
	Guerrero	Castro	3	W	0.80		*	18.8	B		
	Guerrero	Van Ness	3	E	0.22	8.3	E	16.3	C		
	Van Ness	Guerrero	3	W	0.22	8.3	E	17.8	C		
	Van Ness	Drumm	3	E	1.76	9.6	D	14.4	C		
	Drumm	Van Ness	3	W	1.76	9.6	D	15.3	C		
Masonic	Pine	Geary	3	S	0.27	8.5	E	11.2	D	15.7	C
	Geary	Pine	3	N	0.27	8.5	E	14.6	C		
	Geary	Page	3	S	0.73	10.0	D	16.4	C		
	Page	Geary	3	N	0.73	10.0	D	13.1	C		
Mission/	Embarcadero	3rd Street	3	S		9.7	D	8.0	E	10.8	D
Otis	3rd Street	Embarcadero	3	N		9.7	D	8.9	E	10.8	D
	3rd Street	9th Street	3	S			*	16.9	C		
	9th Street	3rd Street	3	N			*	13.7	C		
	9th Street	14th Street	3	S		9.7	D	12.8	D	12.8	D
	14th Street	9th Street	3	N			*	12.0	D	11.3	D
	14th Street	Army	3	S		10.9	D	17.9	C		
	Army	14th Street	3	N		10.9	D	19.8	B		
	Army	Ocean	3	S	1.94		*	17.6	C		
	Ocean	Army	3	N	1.94		*	20.3	B		

Table I
Results of Level of Service Monitoring - Arterials - A.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
Mission/	Ocean	Sickles	3	S	1.88		*	20.8	B		
Otis	Sickles	Ocean	3	N	1.88		*	21.1	B		
Montgomery	Broadway	Bush	3	S	0.38	6.2	F	6.5	F		
North Point	Van Ness	Columbus	3	E	0.38		*	15.2	C		
	Columbus	Van Ness	3	W	0.38		*	15.3	C		
	Columbus	Embarcadero	3	E			*	14.9	C		
	Embarcadero	Columbus	3	W			*	16.0	C		
Oak	Stanyan	Lyon	3	E	0.64		*		~		
	Lyon	Divisadero	3	E	0.27	7.5			~		
	Divisadero	Fillmore	3	E	0.36		*		~		
	Fillmore	Laguna	3	E	0.27	8.2			~		
	Laguna	Franklin	3	E			*		~		
	Stanyan	Divisadero	3	E	0.91			23.1	B		
	Divisadero	Laguna	3	E	0.63			21.7	B		
	Laguna	Franklin	3	E			*	20	B		
Ocean	19th Avenue	Miramar	3	E			*	19.5	B		
	Miramar	19th Avenue	3	W			*	15.4	C		
	Miramar	Howth	3	E			*				
	Howth	Miramar	3	W			*	9.4	D	16.3	C
O'Farrell	Gough	Mason	3	E	0.93		*	16.6	C		
	Mason	Market	3	E	0.27		*	18.7	C		
Pine	Market	Kearny	3	W	0.38	4.6	F	9.9	D	7.3	E
	Kearny	Leavenworth	3	W	0.63		*	16.2	C		
	Leavenworth	Franklin	3	W	0.46		*	17.2	C		
	Franklin	Presidio	3	W	1.26		*	20.0	B		
Potrero	Division	21st Street	3	S	0.80		*	24.8	B		
	21st Street	Division	3	N	0.80		*	21.4	B		
	21st Street	Army	3	S			*	20.1	B		
	Army	21st Street	3	N			*	25.2	A		
Skyline	Sloat	County Line	3	S	2.32		*	41.6	A		
	County Line	Sloat	3	N	1.92		*	43.7	A		
Sloat	Skyline	J. Serra	1	E	1.36		*	19.8	D	21.5	D
	J. Serra	Skyline	1	W	1.34		*	23.3	C		
Stanyan	Fulton	Turk	3	N	0.19		*	12.2	D	12.8	D
	Turk	Fulton	3	S	0.19		*	11.6	D	7.4	E
Sutter	Market	Mason	3	W	1.08		*	11.6	D	10.2	D
	Mason	Gough	3	W	0.87	9.0	D	12.3	D	13.4	C
	Gough	Divisadero	3	W	0.82		*	14.1	C		
	Divisadero	Gough	3	E	0.82		*	13.9	C		
Turk	Market	Hyde	3	W	0.37		*	10.9	D	11.6	D
	Hyde	Gough	3	W	0.45		*	14.1	C		
	Gough	Divisadero	3	W	0.82		*	22.1	B		
	Divisadero	Stanyan	3	W	0.91		*	17.1	C		
	Stanyan	Divisadero	3	E	0.91		*	21.0	B		
Van Ness/	Lombard	Washington	3	S	0.58	4.5	F	18.2	C		
SVN	Washington	Lombard	3	N	0.58		*	11.9	D	14.3	D
	Washington	Golden Gate	3	S	0.51		*	15.0	C		

Table I

Results of Level of Service Monitoring - Arterials - A.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
Van Ness/	Golden Gate	Washington	3	N	0.51		*	13.6	C		
SVN	Golden Gate	13th	3	S	1.21		*	17.3	C		
	13th	Golden gate	3	N			*	15.9	C		
	13th	Army	3	S	1.39	12.6	D	15.7	C		
	Army	Market	3	N	1.39		*	20.4	B		
Washington	Drumm	Kearny	3	W	0.28		*	14.2	C		
West Portal	Ulloa	Sloat	3	S	0.38		*	16.1	C		
	Sloat	Ulloa	3	N	0.38		*	17.8	C		

NOTE: Average Speed (AvSp) is an indication of the average travel time. All sample times for each segment were averaged to obtain the AvSp.

* indicates the Level of Service 'C' or better for that particular segment

– indicates an 'overlap' in segments because of changes in the segmentation boundaries from 1991.

Table II

Results of Level of Service Monitoring - Arterials - P.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
1st Street	Market	Harrison	3	S	0.47	1.2	F	15.5	C		
3rd Street	Jamestown	Evans	3	N	1.56		*	18.5	C		
	Evans	Jamestown	3	S	1.56		*	17.6	C		
	Evans	China Basin	3	N	2.40	10.3	D	18.5	C		
	China Basin	Evans	3	S	2.40	10.3	D	17.0	C		
	China Basin	Market	3	N	1.00	12.1	D	8.8	D	11.6	D
4th St/ Stockton	Market	Harrison	3	S		4.7	F	8.4	E	10.5	D
	Harrison	3rd Street	3	S	0.76		*	23.0	B		
5th Street	Market	Brannan	3	S	0.72	7.9	E	13.5	C		
	Brannan	Market	3	N	0.72	7.9	E	12.7	D	7.7	E
6th Street	Market	Brannan	3	S	0.71	6.7	F	11.5	D	12.0	D
	Brannan	Market	3	N	0.71		*	12.7	D	7.6	E
7th Street	Brannan	Market	3	N	0.72	8.9	E	16.8	C		
8th Street	Market	Bryant	3	S	0.59		*	15.8	C		
9th Street	Brannan	Market	3	N	0.72	9.9	D	12.4	D	9.7	D
10th Street	Market	Brannan	3	S	0.71	12.1	D	20.5	B		
19th Avenue/ Park Presidio	U.S. 101	Lake	1	S	1.54		*	36.4	A		
	Lake	U.S. 101	1	N	1.57		*	35.9	A		
	Lake	Lincoln	3	S	1.83		*	26.4	A		
	Lincoln	Lake	3	N	1.83		*	25.4	A		
	Sloat	Lincoln	3	N	2.12	11.1	D	21.9	B		
	Lincoln	Sloat	3	S	2.12	11.1	D	21.0	B		
	J. Serra	Sloat	3	N	1.25		*	18.4	C		
	Sloat	J. Serra	3	S	1.25		*	17.5	C		
Alemany	County Line	Lyell	3	E	2.79		*	29.5	B		
	Lyell	County Line	3	W	2.79		*	22.1	C		
	Lyell	Bayshore	3	E	1.42		*	32.9	A		
	Bayshore	Lyell	3	W	1.42	4.6	F	30.8	A		
Army	Guerrero	Bryant	3	E	0.75			20.7	B		
	Bryant	Guerrero	3	W	0.75			16.5	C		
	Kansas	Bryant	3	E	0.37			17.5	C		
	Bryant	Kansas	3	W	0.37			26.7	B		
	Kansas	3rd Street	3	E	0.79			17.3	C		
	3rd Street	Kansas	3	W	0.79			16.3	C		
	Guerrero	SVN	3	E	0.36		*	14.5	C		
	SVN	Guerrero	3	W	0.36	5.8	F	17.8	C		
	SVN	Evans	3	E	1.02		*	19.6	B		
	Evans	SVN	3	W	1.02		*	20.5	B		
	Evans	Penn.	3	E			*				
	Penn.	Evans	3	W		6.5	F	16.6	C		
	Penn.	3rd Street	3	E			*				
	3rd Street	Penn.	3	W			*	14.8	C		
Bay	Van Ness	Embarcadero	3	E	0.71	12.7	D	16.8	C		
	Embarcadero	Van Ness	3	W	0.71	12.7	D	12.0	D	15.7	C

Table II
Results of Level of Service Monitoring - Arterials - P.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
Bayshore	Oakdale	I-280	3	S		7.9	E		~		
	I-280	Oakdale	3	N		7.9	E		~		
	I-280	Silver	3	S			*		~		
	Silver	I-280	3	N			*		~		
	Silver	Paul	3	S			*		~		
	Paul	Silver	3	N			*		~		
	Paul	County Line	3	S			*		~		
	County Line	Paul	3	N			*		~		
	Army	Industrial	3	S	0.83			21.0	B		
	Industrial	Army	3	N	0.83			26.4	A		
	Industrial	County Line	3	S	2.24			22.0	B		
	County Line	Industrial	3	N	2.24			22.6	B		
Beale/Davis	Clay	Mission	3	S	0.31		*	13.4	C		
Brannan	Division	9th Street	3	E	0.08		*	25.4	A		
	9th Street	Division	3	W	0.08		*	13.1	C		
	6th Street	5th Street	3	E	0.09		*	14.3	C		
	5th Street	6th Street	3	W	0.09		*	11.7	D	11.6	D
Broadway	Gough	Larkin	3	E	0.57		*	14.6	C		
	Larkin	Gough	3	W	0.27	7.7	E	14.6	C		
	Larkin	Powell	1	E	0.54		*	38.9	A		
	Powell	Larkin	1	W	0.54		*	24.7	C		
	Powell	Montgomery	3	E	0.34		*	16.3	C		
	Montgomery	Powell	3	W	0.34	6.2	F	8.4	E	9.2	D
	Montgomery	Embarcadero	3	E	0.35		*	13.1	C		
	Embarcadero	Montgomery	3	W	0.35		*	15.4	C		
Bryant	Division	4th Street	3	E	0.99	7.7	E	11.8	D	9.8	D
	4th Street	Embarcadero	3	E	0.78		*	13.2	C		
Bush	Masonic	Gough	3	E	1.23		*	20.0	B		
	Gough	Market	3	E	1.36	3.2	F	10.1	D	11.5	D
Castro/	Pine	Geary	3	S	0.27		*	11.6	D	8.1	E
Divisadero	Geary	Pine	3	N	0.27		*	8.4	E	13.5	C
	Geary	14th	3	S	1.16		*	15.7	C		
	14th	Geary	3	N	1.16	4.5	F	12.8	D	11.2	D
	14th Street	Market	3	S	0.34		*	13.8	C		
	Market	14th Street	3	N	0.34	7.7	E	16.7	C		
Clay	Kearny	Davis	3	E	0.22	11.7	D	7.0	E	8.7	E
Columbus	North Point	Greenwich	3	S	0.50		*	15.2	C		
	Greenwich	North Point	3	N	0.50		*	13.4	C		
	Greenwich	Montgomery	3	S	0.67	6.3	F	16.0	C		
	Montgomery	Greenwich	3	N	0.67	6.3	F	12.8	D	12.9	D
Drumm	Washington	Market	3	S	0.23		*	9.3	D	3.6	F
	Market	Washington	3	N	0.23		*	12.8	D	13.5	C
Duboce/	Market	Mission	3	E	0.34		*	10.0	D	15.4	C
Division	Mission	Market	3	W	0.34	6.3	F	6.2	F		
	Mission	Potrero	3	E	0.64	9.9	D	14.1	C		
	Potrero	Mission	3	W	0.64	9.9	D	16.4	C		
Embarcadero	North Point	Townsend	3	S			*	9.0	D	16.4	C
	Townsend	North Point	3	N			*	16.7	C		

Table II

Results of Level of Service Monitoring - Arterials - P.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
Evans	Army	Toland	3	S	0.18		*	20.4	B		
	Toland	Army	3	N	0.18	5.1	F	11.6	D	14.4	C
	Toland	3rd Street	3	S	0.53		*	21.8	B		
	3rd Street	Toland	3	N	0.53		*	27.6	A		
	Army	3rd Street	3	S	0.71			21.4	B		
	3rd Street	Army	3	N	0.71			20.3	B		
Fell	Gough	Market	3	E	0.30		*	13.5	C		
	Gough	Laguna	3	W	0.28	5.6	F	13.3	C	7.3	E
	Laguna	Stanyan	3	W	1.55		*	20.7	B		
Franklin	Market	Pine	3	N	1.06	8.5	E	18.8	C		
	Pine	Lombard	3	N	0.82		*	16.4	C		
Fremont	Harrison	Market	3	N	0.85		*	9.3	D	10.6	D
Fulton	Park P.	Arguello	3	E	0.73		*	20.1	B		
	Arguello	Park P.	3	W	0.73		*	15.9	C		
	Arguello	Masonic	3	E	0.66	9.8	D	13.2	C		
	Masonic	Arguello	3	W	0.66		*	18.9	C		
Geary	Great Hwy.	25th Avenue	3	E	1.47		*	26.2	A		
	25th Avenue	Great Hwy.	3	W	1.47		*	23.9	B		
	25th Avenue	Arguello	3	E			*	21.5	B		
	Arguello	25th Avenue	3	W		11.3	D	20.3	B		
	Arguello	Gough	3	E		11.3	D	22.6	B		
	Gough	Arguello	3	W			*	23.1	B		
	Market	Gough	3	W		6.7	F	9.9	D	14.4	C
Geneva	Phelan	Cayuga	3	E	0.57		*	12.0	D	17.2	C
	Cayuga	Phelan	3	W	0.57	6.7	F	10.4	D	12.0	D
	Cayuga	Paris	3	E	0.40	10.4	D	12.1	D	10.5	D
	Paris	Cayuga	3	W	0.40	10.4	D	12.3	D	10.7	D
	Paris	Santos	3	E	1.18		*	20.5	B		
	Santos	Paris	3	W	1.18		*	22.6	B		
Golden Gate	Masonic	Franklin	3	E	1.36		*	20.4	B		
	Franklin	Market	3	E		12.2	D	15.2	C		
Gough	Pine	Geary	3	S	0.27	9.5	D	21.8	B		
	Geary	Golden Gate	3	S	0.34		*	17.1	C		
	Golden Gate	Market	3	S	0.57	8.3	E	16.4	C		
Guerrero/ San Jose	Army	29th Street	3	S	0.10		*	24.0	B		
	29th Street	Army	3	N	0.10		*	12.6	D	7.9	E
	29th Street	Monterey	1	S	0.97		*	21.6	D	23.0	C
	Monterey	29th Street	1	N	1.24		*	30.8	B		
Harrison	Embarcadero	1st Street	3	W	0.84			11.4	D	11.6	D
	1st Street	4th Street	3	W	0.56			20.5	B		
	4th Street	8th Street	3	W	0.68			19.1	B		
	8th Street	Division	3	W	0.40			13.6	C		
	Embarcadero	2nd Street	3	W	0.49	5.7	F		~		
	2nd Street	4th Street	3	W	0.35	2.9	F		~		
	4th Street	8th Street	3	W	0.69	12.7	D		~		
	8th Street	Division	3	W	0.40		*		~		
Hayes	Market	Gough	3	W	0.38	5.6	F	11.7	D	15.7	C
Howard	Embarcadero	S. Van Ness	3	W	2.20	5.4	F	13.6	C		

Table II
Results of Level of Service Monitoring - Arterials - P.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
J. Serra	Sloat	19th	1	S	0.91		*	18.0	D	20.6	D
	19th	Sloat	1	N	0.91		*	20.5	D	18.9	D
	19th	Brotherhood	1	S	0.63		*	22.1	C		
	Brotherhood	19th	1	N	0.63		*	19.1	D	21.7	D
	Brotherhood	County Line	1	S	0.37		*	48.1	A		
	County Line	Brotherhood	1	N	0.37		*	40.4	A		
Kearny	Market	Columbus	3	N	0.63	6.3	F	12.9	D	10.8	D
King	7th Street	2nd Street	3	E			*	11.8	D	19.6	B
	2nd Street	7th Street	3	W			*	16.9	C		
Lincoln/	19th Avenue	5th Ave.	3	E	0.83		*	16.4	C		
Kezar	5th Ave.	19th Avenue	3	W	0.83	11.3	D	20.8	B		
	5th Ave.	Stanyan	3	E	0.69		*	22.8	B		
	Stanyan	5th Ave.	3	W	0.69		*	21.3	B		
Lombard	Francisco	Broderick	3	E	0.16		*		~		
	Broderick	Francisco	3	W	0.16		*		~		
	Broderick	Pierce	3	E	0.31		*		~		
	Pierce	Broderick	3	W	0.31		*		~		
	Pierce	Laguna	3	E	0.45		*		~		
	Laguna	Pierce	3	W	0.45	7.0	F		~		
	Laguna	Van Ness	3	E	0.33		*		~		
	Van Ness	Laguna	3	W	0.33	8.6	E		~		
	Francisco	Van Ness	3	E	1.28			16.4	C		
	Van Ness	Francisco	3	W	1.28			20.5	B		
Main	Mission	Market	3	N	0.13		*	9.8	D	8.4	E
Market/	Sloat	Santa Clara	3	E	0.41		*	16.5	C		
Portola	Santa Clara	Sloat	3	W	0.41	11.8	D	22.2	B		
	Santa Clara	Clipper	3	E	2.45		*	23.6	B		
	Clipper	Santa Clara	3	W	2.45		*	19.6	B		
	Clipper	Castro	3	E	1.67		*	34.1	A		
	Castro	Clipper	3	W	1.67		*	27.0	A		
	Castro	Guerrero	3	E	0.80		*	15.0	C		
	Guerrero	Castro	3	W	0.80		*	16.5	C		
	Guerrero	Van Ness	3	E	0.42	8.3	E	17.9	C		
	Van Ness	Guerrero	3	W	0.42	8.3	E	12.5	D	8.0	E
	Van Ness	Drumm	3	E	1.76	9.6	D	12.9	D	6.3	F
	Drumm	Van Ness	3	W	1.76	9.6	D	15.5	C		
Masonic	Pine	Geary	3	S	0.27	8.5	E	9.3	D	12.7	D
	Geary	Pine	3	N	0.27	8.5	E	21.5	B		
	Geary	Page	3	S	0.73	10.0	D	13.4	C		
	Page	Geary	3	N	0.73	10.0	D	13.6	C		
Mission/	Embarcadero	3rd Street	3	S		9.7	D	7.6	D	13.0	C
Otis	3rd Street	Embarcadero	3	N		9.7	D	15.9	C		
	3rd Street	9th Street	3	S			*	19.1	B		
	9th Street	3rd Street	3	N			*	19.9	B		
	9th Street	14th Street	3	S		9.7	D	14.9	C		
	14th Street	9th Street	3	N			*	12.2	D	9.9	D
	14th Street	Army	3	S		10.9	D	14.9	C		
	Army	14th Street	3	N		10.9	D	10.5	D	12.3	D
	Army	Ocean	3	S	1.94		*	15.6	C		
	Ocean	Army	3	N	1.94		*	17.3	C		
	Ocean	Sickles	3	S	1.88		*	15.1	C		
	Sickles	Ocean	3	N	1.88		*	18.1	C		

Table II

Results of Level of Service Monitoring - Arterials - P.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
Montgomery	Broadway	Bush	3	S	0.38	6.2	F	2.4	F		
North Point	Van Ness	Columbus	3	E	0.38		*	15.4	C		
	Columbus	Van Ness	3	W	0.38	8.5	E	20.9	B		
	Columbus	Embarcadero	3	E			*	14.5	C		
	Embarcadero	Columbus	3	W			*	16.9	C		
Oak	Stanyan	Lyon	3	E	0.64		*		~		
	Lyon	Divisadero	3	E	0.27	7.5	E		~		
	Divisadero	Fillmore	3	E	0.36		*		~		
	Fillmore	Laguna	3	E	0.27	8.2	E		~		
	Laguna	Franklin	3	E	0.27		*	23.1	B		
	Stanyan	Divisadero	3	E	0.91			21.6	B		
	Division	Laguna	3	E	0.63			20.1	B		
	Laguna	Franklin	3	E	0.27			23.1	B		
Ocean	19th Avenue	Miramar	3	E	1.10		*	17.1	C		
	Miramar	19th Avenue	3	W	1.10		*	14.6	C		
	Miramar	Howth	3	E	0.48	0.8	F	21.0	B		
	Howth	Miramar	3	W	0.48	6.1	F	14.9	C		
O'Farrell	Gough	Mason	3	E	0.93	5.7	F	13.7	C		
	Mason	Market	3	E	0.27	6.9	F	7.9	E		
Pine	Market	Kearny	3	W	0.38	4.6	F	10.8	D	7.3	E
	Kearny	Leavenworth	3	W	0.63		*	12.9	D	19.8	B
	Leavenworth	Franklin	3	W	0.46	4.8	F	13.2	C		
	Franklin	Presidio	3	W	1.26		*	15.3	C		
Potrero	Division	21st Street	3	S	0.80		*	22.6	B		
	21st Street	Division	3	N	0.80		*	21.4	B		
	21st Street	Army	3	S		4.8	F	13.7	C		
	Army	21st Street	3	N			*	23.8	B		
Skyline	Sloat	County Line	3	S	2.32		*	42.1	A		
	County Line	Sloat	3	N	1.92		*	44.9	A		
Sloat	Skyline	J. Serra	1	E	1.36		*	19.2	D	24.9	C
	J. Serra	Skyline	1	W	1.34		*	23.2	C		
Stanyan	Fulton	Turk	3	N	0.19	4.6	F	10.8	D	11.6	D
	Turk	Fulton	3	S	0.19		*	7.6	D	10.5	D
Sutter	Market	Mason	3	W	1.08		*	7.3	E	12.4	D
	Mason	Gough	3	W	0.87	9.0	D	17.0	C		
	Gough	Divisadero	3	W	0.82		*	16.6	C		
	Divisadero	Gough	3	E	0.82		*	15.4	C		
Turk	Market	Hyde	3	W	0.37		*	14.9	C		
	Hyde	Gough	3	W	0.45	8.7	E	14.9	C		
	Gough	Divisadero	3	W	0.82		*	27.1	A		
	Divisadero	Stanyan	3	W	0.91		*	19.2	B		
	Stanyan	Divisadero	3	E	0.91		*	14.9	C		

Table II
Results of Level of Service Monitoring - Arterials - P.M.

Name	From	To	Class	Travel Dir.	Length (mi)	AvSp 91	LOS 91	AvSp 92/3	LOS 92/3	AvSp 95	LOS 95
Van Ness/ SVN	Lombard	Washington	3	S	0.58		*	17.7	C		
	Washington	Lombard	3	N	0.58		*	13.2	C		
	Washington	Golden Gate	3	S	0.51	4.6	F	11.7	D	7.0	E
	Golden Gate	Washington	3	N	0.51		*	15.1	C		
	Golden Gate	13th	3	S	1.21	4.6	F	6.9	F		
	13th	Golden Gate	3	N	1.21		*	13.7	C		
	13th	Army	3	S	1.39	12.6		18.2	C		
	Army	13th	3	N	1.39			22.4	B		
Washington	Drumm	Kearny	3	W	0.28		*	10.3	D	12.5	D
West Portal	Ulloa	Sloat	3	S	0.38		*	18.2	C		
	Sloat	Ulloa	3	N	0.38		*	17.1	C		

NOTE: Average Speed (AvSp) is an indication of the average travel time. All sample times for each segment were averaged to obtain the AvSp.

* indicates the Level of Service 'C' or better for that particular segment.

~ indicates an 'overlap' in the segments because of the change in the segmentation boundaries from 1991.

Table III
Results of Level of Service Monitoring - Freeways - A.M. Peak

INBOUND

Route	From	To	Travel Direction	Length (mi)	AvSp 91	LOS 91	AvSp 93	LOS 93	AvSp 95	LOS 95
I-280	C & C Limit	US 101	E	4.14	22.9	F	43.0	E	27.3	F
	U.S. 101	6th/Brannan	NE	3.36	section closed		29.1	F		
US 101	C & C Limit	I-280	N	1.8	10.9	F	47.2	D	31.0	E
	I-280	I-80	N	2.3	21.4	F	21.2	F		
	I-80	Fell/Laguna	NW	1.6	18.7	F	45.4	E	44.8	E
I-80	Treasure I.	Fremont	S	2.13	17.5	F	32.2	E	26.5	F
	Fremont	US 101	SW	2.13	48.1	D	33.3	E	37.9	E

OUTBOUND

Route	From	To	Travel Direction	Length (mi)	AvSp 91	LOS 91	AvSp 93.0	LOS 93	AvSp 95	LOS 95
I-280	6th/Brannan	US 101	W	3.4	section closed		51.9	D	46.4	D
	US 101	C & C Limit	SW	4.1	55.7	C	57.5	B		
US 101	Fell/Laguna	I-80	S	1.3	13.5	F	17.9	F		
	I-80	I-280	S	2.3	45.8	E	53.6	D	36.4	E
	I-280	C & C Limit	S	2.1	53.3	D	45.6	E	36.3	E
I-80	US 101	Fremont	N	2.13	18.6	F	53.6	D	36.0	E
	Fremont	Treasure I.	NE	2.13	50.6	D	50.8	D	39.9	E

Table IV
Results of Level of Service Monitoring - Freeways - P.M. Peak

INBOUND

Route	From	To	Travel Direction	Length (mi)	AvSp 91	LOS 91	AvSp 93	LOS 93	AvSp 95	LOS 95
I-280	C & C Limit	US 101	E	4.14	54.9	C	59.1	B		
	U.S. 101	6th/Brannan	NE	3.36	section	closed	46.3	D	51.0	D
US 101	C & C Limit	I-280	N	1.81	20.6	F	72.4	A		
	I-280	I-80	N	2.28	24.6	F	45.8	E	31.8	E
	I-80	Fell/Laguna	NW	1.64	12.2	F	15.3	F		
I-80	Treasure I.	Fremont	S	2.13	27.5	F	26.3	F		
	Fremont	US 101	SW	2.13	18.6	F	21.5	F		

OUTBOUND

Route	From	To	Travel Direction	Length (mi)	AvSp 91	LOS 91	AvSp 93.0	LOS 93	AvSp 95	LOS 95
I-280	6th/Brannan	US 101	E	3.36	section	closed	22.9	F		
	US 101	C & C Limit	SW	4.14	51.9	D	56.6	B		
US 101	Fell/Laguna	I-80	S	1.32	18.8	F	13.4	F		
	I-80	I-280	S	2.28	31.6	E	46.3	D	47.2	D
	I-280	C & C Limit	S	2.13	48.1	D	51.1	D	30.8	E
I-80	US 101	Fremont	N	2.13	19.0	F	25.9	F		
	Fremont	Treasure I.	NE	2.13	29.3	F	37.7	E	34.6	E

APPENDIX V

Current Land Use Impacts Analysis Guidelines

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GUIDELINES FOR ENVIRONMENTAL REVIEW: TRANSPORTATION IMPACTS

July 1991

City and County of San Francisco
Department of City Planning

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Introduction and Overview of Process

These guidelines have been prepared to aid consultants in preparing transportation analysis for environmental evaluation, both Environmental Impact Reports and Negative Declarations. In all cases that a transportation study is required for environmental analysis, a separate transportation report is to be prepared based on these guidelines, as background for the Negative Declaration or EIR.

The Department will make a determination whether a transportation study and report is necessary. Generally, a transportation report will be required if one or more of the following apply.

1) The project would potentially add at least 50 P.M. Peak Hour person trips;

2) The project would potentially increase existing traffic volumes on streets in its vicinity by at least 5 percent;

3) The project would potentially impact nearby intersections and/or arterials which are believed to presently operate at LOS "D" or worse;

4) The project would provide parking which would appear likely to be deficient, relative to anticipated project demand, by at least 20 percent;

5) The project has elements which have potential to adversely affect transit operations or the carrying capacity of nearby transit services;

6) The project has elements which have potential to adversely affect pedestrian safety or the adequacy of nearby pedestrian facilities;

7) The project would not fully satisfy truck loading demand on-site, when the anticipated number of deliveries and service calls exceed ten daily.

Department staff will use discretion in determining whether a transportation study is needed in special circumstances that may not fit the above criteria.

This set of guidelines updates and revises the September 1983 guidelines for downtown analyses and the April 1988 guidelines for neighborhood projects. It reflects the most current data for San Francisco travel characteristics, based on the assumptions used for the Mission Bay, South of Market and Van Ness Avenue EIRs, and other recent environmental analyses.

These guidelines supersede all previously published transportation analysis guidelines. It must be noted that these are only guidelines. It must not be assumed that the information provided herein constitutes a complete scope of work for any transportation analysis.

For clarification, the following represents an overview of the process involved in the preparation of a transportation analysis for environmental review purposes. No estimate or assumption is made or inferred regarding time lines for the various steps.

1) The project sponsor or a designated representative files an Environmental Review (EE) application with the Department. Once the application is considered complete by the Department a case number is assigned and a staff person from the Department's Office of Environmental Review (OER) is designated as the coordinator for environmental review. This individual will be different than the staff person handling any review necessary for other permit approval, but will coordinate with other Department staff.

2) A scoping meeting is held with the OER staff coordinator (other Department staff may also be involved), the project sponsor and the environmental consultant hired by or being considered by the project sponsor. The scoping meeting will determine the specific issues to be examined in the environmental review process.

3) If the Department determines that a transportation study is required, the consultant or its subconsultant will meet with the Transportation staff of the Department to determine the specific transportation issues to study and determine other parameters as defined in these guidelines. The consultant then prepares a draft transportation analysis scope of work for Departmental review, revision if necessary, and final approval. No work should be initiated by the transportation consultant until a written scope of work has been approved by the Department, including both the Transportation Section and the Office of Environmental Review (OER), by transmittal to the consultant of the form shown in Appendix B.

   The Department will make every reasonable effort to anticipate and include in the scope of work typical concerns of other City agencies. However it is not possible for the Department to anticipate in advance all issues and concerns which may later be raised by other Departments such as Muni or the Department

of Parking and Traffic. Ultimately the scope of work may need to be revised after approval such that it adequately addresses the issues raised by all City agencies. Any contractual arrangement between the project sponsor and its consultant preparing the transportation report should reflect flexibility to address other Departments' concerns as they are raised.

Department staff should be contacted to discuss the appropriate work scope only after the project applicant has filed an acceptable Environmental Evaluation with the Department.

4) The consultant will do special studies, such as transportation analysis, and may prepare an Initial Study, so that OER may determine whether the project will need a Negative Declaration or an EIR.

5) Based on the approved scope of work, the consultant (or its subconsultant) conducts the analysis required independent of the project sponsor, and submits drafts directly to the Department for review, comment and approval. It is recognized that more than one submittal of preliminary transportation findings will normally be necessary in order to achieve a satisfactory final transportation report. It is expected that the consultant will work closely with Department transportation and OER staff to ensure that all recommended modifications to preliminary draft submittals are accomplished in a timely fashion. It is expected that, under normal circumstances, up to three drafts of a transportation study may be required before the Department accepts it as final.

In the event that the consultant is unable to produce an acceptable final transportation report within three submittals, absent extenuating circumstances beyond the control of the consultant, the Department will take additional time and exercise greater scrutiny in its review of work submitted by that consultant for future projects, resulting in significant delays to the project sponsor.

6) Pertinent information from the final transportation report will be summarized for inclusion in an EIR or Negative Declaration. The specific information to be extracted and summarized, and the manner in which this information is to be presented in the EIR or Negative Declaration, will be determined on a case-by-case basis under the direction and guidance from the OER staff person assigned to the project.

The selection of the transportation consultant is at the discretion of the project sponsor, contingent upon submittal of an acceptable work scope to Department staff. The consultant's work effort is, however, to be entirely under the direction of the assigned Department staff. All submittals are to be made directly to the Department's Office of Environmental Review. Copies of the draft transportation report will be made available to the project sponsor

only in very unusual circumstances, and any comments by the sponsor must be directed to Department staff, not the transportation consultant. The consultant is expected to respond fully to direction by Department staff without interference from the project sponsor or its representatives.

The role of the project sponsor and its representatives during the preparation of the transportation report should be limited to provision of details concerning the project, response to recommended changes affecting project circulation, and indication of support or lack of support for recommended mitigation measures and other transportation improvements.

Transportation analysis is often a complex and lengthy process. The Department strongly advises that it begin as early as possible, to avoid unnecessary delays.

Analysis Guidelines

Each transportation report for any project is to follow a consistent format, as presented here, and include all of the elements and information presented in these guidelines.

1. Project Description

All analyses must include a detailed project description. This information is to be presented as the first section of the document.

The project description must include the following information:

- Case file number for the project, as assigned by the Department.
- Location of the project site - address, Assessor's Block and Lot number(s), cross streets.
- Lot area, and existing and proposed zoning.
- Existing and proposed total square footage for each land use type and the number of units for residential, hotel/motel, and live/work projects, including net changes in each type of use.
- Existing and proposed estimated number of employees and/or residents by type of use, including net changes (Refer to Appendix 3 for employment and residential densities by land use).
- Description and plans for existing and proposed use (if any) of public rights of way by present or proposed uses, either above or below grade (e.g. air rights, surface or subsurface revocable permits), including sidewalk width changes, changes in width or number of traffic lanes, function of lanes in terms of traffic channelization, and direction of travel.

- Detailed plans showing vehicular and pedestrian site access, including location and width of curb cuts for both existing and proposed uses, and proposed internal vehicular circulation, presented in standard architectural or engineering scale.

- Identification of all approval actions required by City departments, including use permits, variances, encroachment permits, changes in public rights-of-way.

2. *Project Setting*

The setting information shall be presented immediately following the Project Description, as a discrete chapter or report section. The goal is to provide a brief but complete description of existing transportation infrastructure and conditions in the vicinity of the project (generally a radius of two blocks or up to one quarter mile). Any quantitative information necessary to make comparisons between existing conditions and those resulting from project implementation and cumulative development should be limited to the project impacts discussions.

The specific perimeters of the study area, for both setting and project impacts analysis, are to be confirmed with Department staff within the context of approval for a scope of work.

The Setting section shall include the following text information:

- Street designations as provided in the Master Plan (Major or Secondary Thoroughfares, Transit Preferential Streets, Bicycle Routes, etc.) including description of number and width of lanes, direction of flow, presence of transit preferential lanes or peak period tow-away lanes affecting roadway travel capacity.

- Access to regional highways and freeways, including location of, distance from, and route to and from on-ramps and off-ramps.

- Description of public transit routes operating on streets within the study area, by operator function (local, express, crosstown, etc.), service areas, hours of service of each route, and type of vehicle (diesel coach, trolley bus, streetcar/subway, etc.). For projects subject to Code Section 321, the report must identify, by operator, all lines within 1/4, 1/3, and 1/2 mile radii of the site.

- Official (legislated, available from Department of Public Works, Maps and Surveys), actual and effective widths of sidewalks immediately adjacent to the project site.

- Characteristics of parking within the study area (typically within a two block radius of the site, but as determined in the approved scope of work), including number of on-street parking spaces, control of on-street parking (e.g. meters, signed for time limit, neighborhood residential permit parking, etc.), number of off-street parking facilities and spaces, and whether off-street parking is provided as independently-accessible stalls, or tandem/stacked valet operation. Any special circumstances affecting the availability of parking in the vicinity of the proposed project (e.g. periods of peaking in parking demand, institutional and other large sources of localized parking demand, or the area's relative degree of parking need as documented in the 1985 Neighborhood Parking Plan or other relevant studies) are to be noted.

The Setting section shall also provide graphics, including:

- Street maps of the study area showing: street names, number and direction of lanes; transit service by line number and with stop locations identified; and location and amount of parking facilities. For projects subject to Code Section 321, the transit map is to show 1/4, 1/3, and 1/2 mile radii lines.

3. *Travel Demand Analysis*

Net new travel demand generated by the project is to be estimated, based on the difference between existing and proposed land uses. Person trip generation rates per employee, unit of square footage for each land use, or other unit of measure as shown in Appendix 1, are to be used.

Each analysis should apply these trip generation rates individually to existing and proposed uses, and show the difference ("net new") by land use and in aggregate.

The Travel Demand Analysis is to include the following, unless otherwise directed in the work scope:

- Project trip generation (24-hour, P.M. Peak Period and P.M. Peak Hour) by land use for existing uses and the project; and

- Tables showing net new person trips distributed to various directions of travel, and assigned to the appropriate modes (auto, transit, walk and other). Modal assignment should also be calculated for daily, P.M. Peak Hour and P.M. Peak Period in all situations (show OUTBOUND ONLY for projects in C-3 District, SOMA and Mission Bay projects).

Note that the weekday P.M. Peak Period is generally 4:00-6:00, and counts will be conducted at least during this period. For projects in the greater downtown, the P.M. Peak hour is 4:30-5:30. For projects in other areas the traffic counts will show the actual peak hour for adjacent streets. The Department may also request counts for different times to reflect the peak period of trip generation by the land use if, based on informed knowledge of the project and its vicinity, it seems reasonable to assume that conditions during such time may be worse than during typical weekday P.M. Peak Hour or Peak Period.

Previous analyses have shown that work and nonwork travel have different geographic distributions and mode splits. Appendix 2 gives Work/Nonwork trip splits by land use. The trip distribution and modal splits shown in Appendix 3 are to be applied to work or non work travel components for the various land uses, by time period of analysis, in calculating the distribution and mode of total net project travel.

4. *Transportation Impacts Analysis*

Analysis for all projects is to be conducted for project-specific impacts, and for cumulative impacts.

A. Traffic Impacts

Traffic impacts text should begin with a concise discussion of the cumulative context. Year 2000(or other long-range horizon year) analysis is to assume a growth factor for "background" traffic,as specified in Appendix 4. Traffic generated by the project alone, and by all known projectsapproved or under formal review in the general vicinity of the project site, are to be expressed asa percentage of this overall growth factor. If the percentage seems to be so high as to represent an unreasonable share of the anticipated horizon year growth or exceed the overall growth factor,the consultant will need to discuss the issue with Department staff to determine the appropriate methodology.

Specific methodology guidelines are provided in Appendix 4. The specific intersections to be analyzed will be identified in the approved scope of work for the transportation analysis.

Intersection Level of Service analysis for P.M. Peak Hour (unless other periods are also specified in the work scope), including a table showing comparison for each identified intersection between existing, existing plus project, and a future horizon year (inclusion of project traffic is assumed, not additive for horizon year analysis).

B. *Transit Impacts*

In the case of downtown projects, year 2000 conditions for the Muni and regional transit screenlines for outbound travel, as expressed in the Mission Bay FEIR, are to be used to describe the cumulative context. Similar to traffic impacts analysis, the net new transit trips generated by the project should be cited, and also expressed as a percentage of cumulative growth by operator.

For projects outside of the C-3, SOMA and Mission Bay districts, assessment of P.M. Peak Hour and Peak Period conditions for transit operations should reflect travel patronage distributed among the various lines serving the vicinity of the project site, but not include a line-by-line analysis. The aggregation would be expressed as the averaged load factor for all lines serving the project vicinity (e.g. if the project is served by the 71, 7, 6, 33, and N-Judah lines, express the load factor as an average of all 5 lines). Neighborhood projects need not assume cumulative patronage growth for any future horizon year.

Load factors for the aggregated lines are to be cited for existing, existing plus project and, for downtown projects, the horizon year, during P.M. Peak Hour and Peak Period conditions. It should be noted whether the project is upstream or downstream from the Maximum Load Points (MLPs) for Muni lines serving the project.

The estimated number of trips which transfer between regional carriers and Muni lines serving the project should be included in the Muni assignment.

For downtown and vicinity projects, BART demand for West Bay and East Bay directions of travel should be shown separately.

C. *Parking Impacts*

Project parking demand is to be calculated for both long-term and short-term users for commercial projects, and for resident parking demand in projects which include housing.

In some situations (e.g. when overlapping work shifts of the project or adjacent uses cause an accumulation of parking demand greater than the daily average total), accumulated peak parking demand and its impact should also be quantified.

If a proposed project would displace existing parking, characteristics of such parking should be accounted for as follows:

(1) the amount of parking reserved for the exclusive use by employees and visitors of uses currently on the site; and

(2) the amount of on-site parking which is considered required accessory parking to off-site land uses.

(3) the amount of parking available to the general public, characterized separately by long term (monthly or other leases) and short term (available at hourly or daily rates);

Project parking demand (including, if appropriate, demand for parking displaced) should be compared to Planning Code requirements, and to the amount of parking to be provided.

Impacts of any deficiency in parking supply relative to estimated demand, including current users of public parking to be displaced by the project, should be quantified in terms of the estimated resultant increase in occupancy of available on street and off street facilities.

The amounts of bicycle and handicapped parking to be provided are to be cited and compared with Code requirements (including State and other as appropriate for handicapped parking) and estimated demand.

Identification of any parking access affecting a Transit Preferential Street, or any street identified in the Master Plan for full or partial priority for pedestrians, and any potential conflicts affecting transit, pedestrian or vehicular flow.

Any special circumstances affecting the availability of parking in the vicinity of the proposed project as identified in the Setting Section are to be taken into consideration in the analysis and noted.

D. *Pedestrian Impacts*

Pedestrian trips generated by the proposed project should be estimated for P.M. Peak Hour, midday, and/or the proposed project's peak period of trip generation.

Level of service conditions when appropriate for existing, existing plus project scenarios are to be calculated according to direction from Department OER and Transportation staff. Pushkarev and Zupan pedestrian Level of Service standards and methodology for Average Flow Characteristics Related to Flow in Platoons, or 1985 Highway Capacity Manual methodology (Chapter 13), is considered acceptable for the analysis; appropriate references are to be included.

In the downtown area, growth factors used for future traffic analysis are also to be used to determine growth in pedestrian travel.

Midblock pedestrian Level of Service analysis may, in some situations, be requested in addition to Level of Service analysis at pedestrian crossing (intersection) locations.

E. *Freight Loading and Service Impacts*

Off-street truck loading requirements should be specified according to the Planning Code.

Project truck loading demand and service rate for peak loading period and the entire day should be estimated, using the data shown in Appendix 7, and compared with Planning Code requirements and proposed on-site facilities.

The location, number and dimensions (including vertical clearance) of all spaces provided for freight and service functions, including van size spaces substituted for full size spaces, are to be specified. The location of freight elevators relative to all loading and service parking areas is to be shown, with clear identification of the circulation path between the loading/service stalls and elevators.

If demand exceeds supply for "average" conditions, especially if no off-street loading facilities are proposed to be included with the project, quantification of resulting impacts (e.g. time of day, number of instances and duration of double-parked vehicles) should be made, and details should be provided regarding how service needs would be accommodated.

If truck movements would require backing into or out of the site on public rights of way, the resultant delays to traffic, transit vehicles and pedestrians are to be characterized.

Identification of truck loading access affecting a Transit Preferential Street, or any street identified in the Master Plan for full or partial priority for pedestrians, and any potential conflicts affecting transit, pedestrian or vehicular flow.

In the case that a proposed project would rely on curbside yellow loading zones, an occupancy and turnover analysis is to be conducted for existing curbside loading spaces in the immediate vicinity of the project site, to estimate the probable availability of such spaces to serve the needs of the proposed project, primarily during the 10:00 A.M. to 3:00 P.M. weekday period but also inclusive of additional times as warranted for the specific use(s) proposed.

If applicable, the extent of taxi, tour bus, or other types of passenger loading and unloading needs should be specified including details regarding how these functions would be served. Where a porte cochere or other off-street passenger loading area is required or provided, include plans showing location, lanes, circulation, and all dimensions. Any plans to seek colored marked curbside areas from the Department of Parking and Traffic should be noted.

F. Construction Impacts

The number of daily and P.M. peak period construction truck trips, by construction phase, should be cited.

Closure or temporary use of pedestrian ways, parking lanes or traffic lanes is to be identified, indicating the extent and duration of such closure or temporary use. Impacts associated with such occupation of public rights of way should be quantified, in terms of parking lost, effects on transit operations and loading, or temporary degradation in levels of service for intersections and/or pedestrians.

In large projects, the staging of construction trucks for materials delivery should be cited, and parking needs of construction workers identified.

5. *Appropriate Transportation Mitigation Measures*

Transportation reports are frequently used not only for environmental evaluation but also in the conditional use and other permit processes. It is important to recognize the differences between these processes.

Mitigation measures required to deal with impacts determined to be environmentally significant according to CEQA standards should be clearly identified. When CEQA based mitigation is included as a condition of approval for a project, a monitoring program for each mitigation measure is also required and must be cited.

There are also cases in which no significant transportation impacts are identified and mitigation is not required. In these cases, there may be desirable measures to improve transportation conditions which may be recommended and subsequently included as conditions of project approval. Such measures are NOT to be termed as "mitigation."

Mitigation measures required under CEQA should be clearly distinguished from recommended transportation improvements which are not related to CEQA requirements.

Whenever either type of measure is identified, the following must be cited:

- If implementation would be the responsibility of the project sponsor, indicate whether the project sponsor supports or fails to support each specific recommendation.

- If implementation would be the responsibility of the City or another agency, the responsible department or agency should be identified and its position on each recommendation should be stated.

Typical transportation mitigation measures for downtown area projects, to address significant impacts as defined by CEQA standards, are shown in Appendix 6. While some of these may be appropriate for projects outside of the downtown area, mitigation measures for such projects would generally be a function of the specific conditions and impacts identified by the transportation study for each project.

6. *Appendices for Inclusion in Transportation Reports*

The following appendices are to be included with all transportation analyses:

- Complete sets of all traffic and pedestrian counts.
- Complete sets of all traffic and pedestrian Level of Service calculations.
- Complete sets of all analysis assumptions (including trip generation rates, transit patronage and capacities, parking turnover rates, mode splits, etc.).
- Intersection LOS definitions and descriptions.
- Transit LOS definitions and descriptions, including photographs of typical conditions representing each LOS.
- Pedestrian LOS definitions and descriptions, including photographs of typical conditions representing each LOS.
- Transportation Study Scope of Work Acknowledgement and Approval form, completed by the Department and showing approval, and a copy of the approved scope of work.

APPENDIX 1

Trip Generation Rates for Typical Land Uses

		Daily Person Trip Rate		P.M. Peak Percentage of Daily Trips	
Land Use	Density[1]	Per Employee	Per Unit Land Use[2]	Peak Hour	Peak Period
C-3 Primary Office					
Under 100,000 GSF	208	4.08	18.6	9.5	15.6
100,001-200,000	227	3.38	14.9	10.5	17.3
over 200,000 GSF	276	3.06	11.1	11.3	18.6
C-3 Secondary Office	276	5.0	18.1	6.6	11.5
Goverment Office	172	12.2	71.0	8.0	10.0
Back Office	210	3.4	16.2	12.5	20.5
Other Office	276	5.0	18.1	8.5	14.0
General Convenience					
Retail	350	52.5	150	4.0	8.0
Sales/Showrooms					
Composite Rate	721	22.0	30.5	6.6	12.0
Bulk Sales	719	33.6	46.7	6.6	12.0
Showrooms	830	5.0	6.0	6.6	12.0
Services					
Composite Rate	655	10.0	15.2	3.7	11.0
Service Delivery	1234	6.5	5.3	3.7	11.0
Service Repair	775	23.8	30.7	3.7	11.0
Service Institutional	248	7.1	28.6	3.7	11.0
Distribution	1234	12.6	10.2	3.2	6.5
Manufacturing	567	4.5	7.9	12.4	19.0
Eating/Drinking					
Composite Rate			600.0	13.5	27.0
Quality Sit Down			200.0	13.5	27.0
Fast-Food			1400.0	13.5	27.0
C-3 Hotel	906	15.8	17.4	3.2	7.0
Hotel/Motel	822	17.9	21.8	5.5	11.0
Athletic Clubs			57.0	10.5	
Billiards Parlors			2.6[3]		40.0
Daycare Centers			67.0	18.0	N/A
Residential					
Single Family/2+ Bdrm. Multi-Unit			10.0[4]	17.3	21.0
1 Bdrm./Studio			7.5[4]	17.3	21.0

NOTES:
(1)Gross Square Feet per employee
(2)Trips per 1,000 GSF unless otherwise specified
(3)Trips per billiard table
(4)Trips per unit

Source:
Mission Bay FEIR
South of Market FEIR
Trip Generation, 5th Edition, ITE

APPENDIX 2

Percent Work/Non-Work Trip Split

	24-Hour	P.M. Peak Hour	P.M. Peak Period
	Work/Non-Work	Work/Non-Work	Work/Non-Work
C-3 Districts			
Primary/Back Office	36/64	83/17	83/17
Government Office	20/80	83/17	83/17
Hotel	12/88	60/40	64/36
Retail	4/96	4/96	4/96
Non C-3 Districts			
Primary Office	36/64	83/17	78/22
Back Office	53/47	83/17	78/22
Government Office	20/80	83/17	78/22
Convenience Retail	8/92	8/92	8/92
Hotel/Motel	10/90	45/55	29/71
Sales/Showrooms	8/92	33/67	23/77
Service	18/82	75/25	33/67
Distribution	14/86	75/25	75/25
Manufacturing	40/60	67/33	60/40
Industrial/Warehouse			
Automotive Parking	43/57	43/57	53/47
Residential	33/67	50/50	50/50

Source: Mission Bay FEIR, South of Market FEIR

For commercial/industrial uses, 100% of all work trips during P.M. peak, and 50% of all non-work trips during P.M. peak, are outbound.

For residential uses, all P.M. peak work trips and 33% of all P.M. peak non-work trips are inbound to the project; resident inbound/outbound trip directions may or may not correspond to peak outbound regional travel direction.

APPENDIX 3.1

C-3 Office Journey to Work Trips Based on P.M. Peak Period Residential Distribution and Mode Split

	Distribution	Mode Split	
NE San Francisco	10%	Drive Alone	6%
		Carpool	3
		MUNI	42
		BART	1
		Walk	47
		Other	1
NW San Francisco	17%	Drive Alone	29 %
		Carpool	11
		MUNI	64
		Other	2
SE San Francisco	8%	Drive Alone	28 %
		Carpool	11
		MUNI	33
		BART	19
		Other	9
SW San Francisco	17%	Drive Alone	18 %
		Carpool	14
		MUNI	62
		BART	6
		Other	1
North Bay	11%	Drive Alone	28 %
		Carpool	14
		Vanpool	1
		Charter/Club Bus	4
		GG Bus	41
		Ferry	12
East Bay	27%	Drive Alone[1]	6 %
		Carpool[1]	8
		Vanpool	6
		BART[1]	56
		AC[1]	22
		Charter/Club Bus	1
		Ferry	1
Peninsula	6%	Drive Alone	23 %
		Carpool	24
		Vanpool	1
		MUNI	2
		BART	25
		SamTrans	9
		CalTrain	15
		Other	1
Internal to C-3	4%	Drive Alone	2 %
		MUNI	40
		BART	1
		Walk	55
		Other	2

[1]P.M. Peak modal splits to the East Bay have been adjusted to account for return trips on BART, AC Transit and Drive Alone modes by those who participate in "casual carpools " for their morning commute. As a result, shares for these three modes are higher and carpool modal share is less in the evening than those reflected in previous guidelines which generally reflected morning commute mode. Adjustments were based on recent published research and recent commute surveys, as referenced below.

Source: South of Market FEIR, Department transportation model inputs for C-3 District
"Casual Carpooling in the San Francisco Bay Area"; Steve Berrodo, Transportation Quarterly, January 1990
"1990 Year End Report to the City Planning Commission"s TMA of San Francisco, December 1990.

APPENDIX 3.2

C-3 Non-Office Journey to Work Trips Based on P.M. Peak Period Residential Distribution and Mode Split

	Distribution	Mode Split	
NE San Francisco	11.4%	Drive Alone	5.2%
		Carpool	2.9
		MUNI	42.9
		BART	0.5
		Walk	46.9
		Other	1.6
NW San Francisco	29.3%	Drive Alone	23.1%
		Carpool	11.6
		MUNI	63.8
		BART	0.2
		Walk	0.7
		Other	0.6
SE San Francisco	13.2%	Drive Alone	27.6%
		Carpool	10.4
		Vanpool	1.6
		MUNI	32.9
		BART	19.0
		Walk	8.5
		Other	8.0
SW San Francisco	23.0%	Drive Alone	16.3%
		Carpool	10.8
		Vanpool	0.3
		MUNI	61.5
		BART	8.3
		Other	0.8
Peninsula	7.8%	Drive Alone	23.1%
		Carpool	24.59
		Vanpool	0.9
		MUNI	2.0
		BART	24.8
		SamTrans	8.5
		CalTrain	15.1
		Other	1.1
East Bay	11.6%	Drive Alone	5.9%
		Carpool	16.9
		Vanpool	6.7
		BART	47.8
		AC	22.0
		Charter	0.7
North Bay	2.7%	Drive Alone	27.8%
		Carpool	14.4
		Vanpool	2.3
		GG Bus	39.4
		Ferry	11.1
		Charter	4.8
		Other	0.2
Internal	10.0%	Drive Alone	2.1%
		Carpool	0.7
		MUNI	40.1
		BART	0.7
		Walk	54.5
		Other	1.9

Source: Mission Bay FEIR, Supporting Documentation Vol. VI, 1985 Screenline Forecasts

APPENDIX 3.3

C-3 Non-Work Trips Based on P.M. Peak Period Residential Distribution and Mode Split

	Distribution	Mode Split	
NE San Francisco	1.0%	Drive Alone	8.9%
		Carpool	8.5
		MUNI	13.1
		BART	0.3
		Walk	68.1
		Other	1.1
NW San Francisco	1.0%	Drive Alone	22.4%
		Carpool	30.0
		MUNI	34.1
		BART	0.2
		Walk	10.4
		Other	2.9
SE San Francisco	2.0%	Drive Alone	29.4%
		Carpool	30.0
		MUNI	21.2
		BART	15.3
		Walk	2.0
		Other	2.1
SW San Francisco	2.0%	Drive Alone	20.7%
		Carpool	32.2
		MUNI	40.4
		BART	5.0
		Other	1.7
Peninsula	3.0%	Drive Alone	45.5%
		Carpool	27.5
		MUNI	3.0
		BART	9.0
		SamTrans	5.0
		CalTrain	9.1
		Other	0.9
East Bay	6.0%	Drive Alone	44.0%
		Carpool	17.5
		BART	24.3
		AC	14.2
North Bay	2.0%	Drive Alone	54.0%
		Carpool	22.2
		GG Bus	20.0
		Ferry	3.8
Internal	83.0%	Drive Alone	8.9%
		Carpool	8.5
		MUNI	13.1
		BART	0.3
		Walk	68.1
		Other	1.1

Source: Mission Bay FEIR, Supporting Documentation Vol. VI, 1985 Screenline Forecasts

APPENDIX 3.4

SOMA/Mission Bay Office Journey-To-Work Trips
Based on P.M. Peak Period Residential Distribution and Mode Split

	Distribution	Mode Split	
NE San Francisco	6.5%	Drive Alone	22.8%
		Carpool	15.4
		MUNI	40.5
		Walk/Bike	21.2
NW San Francisco	5.5%	Drive Alone	28.9%
		Carpool	6.1
		MUNI	64.2
		Walk/Bike	0.2
SE San Francisco	16.4%	Drive Alone	57.3%
		Carpool	26.3
		MUNI	30.8
		BART	2.0
		Walk/Bike	2.3
		Other	1.3
SW San Francisco	16.9%	Drive Alone	22.8%
		Carpool	6.5
		MUNI	42.7
		BART	14.3
		Other	13.7
Peninsula	16.1%	Drive Alone	16.5%
		Carpool	19.8
		BART	11.6
		SamTrans	16.1
		CalTrain	30.2
		Charter Bus	5.8
East Bay	26.6%	Drive Alone	11.3%
		Carpool	31.8
		Vanpool	10.5
		BART	22.3
		AC	21.6
		Charter Bus	2.5
North Bay	10.1%	Drive Alone	13.9%
		Carpool	13.5
		GG Bus	52.1
		Ferry	11.0
		Charter Bus	9.9
Internal to SOMA and Mission Bay	2.1%	Drive Alone	22.8%
		Carpool	15.4
		MUNI	41.9
		Walk/Bike	19.8

Source: South of Market FEIR; extracted from Dept. model input tables for Subarea 2 within the SOMA study area, which represents the bulk of office space.

APPENDIX 3.5

SOMA and Mission Bay Non-Office Journey-to-Work Trips and Non-Work Trips Based on P.M. Peak Period Residential Distribution and Mode

	Distribution Work/Non-Work	Mode Split	Work/Non-Work
NE San Francisco	5.9% / 3.2%	Drive Alone	21.9% / 33.0%
		Carpool	7.9 / 25.0
		Vanpool	0.7 / –
		MUNI	44.8 / 11.0
		Walk	24.7 / 16.0
		Other	0.2 / –
		Bart	– / 2.0
		Bike	– / 3.0
NW San Francisco	4.5% / 8.4%	Drive Alone	40.9% / 34.0%
		Carpool	14.6 / 36.0
		Vanpool	0.3 / –
		MUNI	43.0 / 24.0
		Walk	– / –
		Bike	0.6 / 3.0
		Other	0.7 / 3.0
SE San Francisco	20.4% / 8.4%	Drive Alone	51.5% / 34.0%
		Carpool	7.4 / 36.0
		MUNI	33.1 / 24.0
		BART	3.8 / –
		Walk	0.7 / 3.0
		Bike	2.9 / 3.0
		Other	0.6 / –
SW San Francisco	15.0% / 8.4%	Drive Alone	45.3% / 34.0%
		Carpool	11.5 / 36.0
		MUNI	32.4 / 24.0
		BART	6.3 / –
		Walk	0.5 / 3.0
		Other	3.0 / –
Peninsula	18.1% / 3.2%	Drive Alone	80.1% / 48.0%
		Carpool	11.1 / 52.0
		Vanpool	0.2 /
		MUNI	0.2 /
		BART	9.4 /
		SamTrans	5.0 /
		CalTrain	12.8 /
		Charter	1.1 /
		Other	0.2 /
East Bay	21.9% / 1.1%	Drive Alone	29.0% / 48.0%
		Carpool	19.5 / 52.0
		Vanpool	4.0 /
		BART	34.3 /
		AC	11.2 /
		Charter	2.0 /
North Bay	11.0% / 5.3%	Drive Alone	31.9% / 48.0%
		Carpool	35.9 / 52.0
		Vanpool	0.2 /
		GG Bus	24.8 /
		Ferry	5.5 /
		Charter	1.7 /
Internal to SOMA and Mission Bay	3.2% / 81.0%	Drive Alone	19.2% / 33.0%
		Carpool	6.2 / 35.0
		Vanpool	0.4
		MUNI	43.8 / 11.0
		BART	2.0
		Walk	30.1 / 66.0
		Other	0.3 / 0.3(bike)

Source: South of Market FEIR, background documents for Department model inputs

APPENDIX 3.6

Van Ness Avenue Commercial Journey To Work Trips
Based on P.M. Peak Period Trip Distribution and Mode Split

	Distribution	Mode Split	
NE San Francisco	12.3%	Drive Alone	4.9%
		Carpool	7.9
		MUNI	43.4
		Walk	42.2
		Other	1.6
NW San Francisco	16.6%	Drive Alone	2.5%
		Carpool	14.8
		MUNI	61.0
		Walk	2.0
		Other	1.9
SE San Francisco	17.0%	Drive Alone	20.6%
		Carpool	17.5
		MUNI	40.0
		BART	11.8
		Walk	0.4
		Other	1.7
SW San Francisco	7.3%	Drive Alone	24.5%
		Carpool	16.4
		MUNI	53.8
		BART	3.9
		Other	1.4
Peninsula	16.3%	Drive Alone	41.5%
		Carpool	28.6
		MUNI	2.4
		BART	16.6
		SamTrans	8.1
		CalTrain	2.8
East Bay	19.0%	Drive Alone	23.3%
		Carpool	12.0
		Vanpool	4.1
		BART	52.4
		AC	8.2
North Bay	9.5%	Drive Alone	19.5%
		Carpool	24.8
		Vanpool	4.3
		GG Bus	45.6
		Ferry	4.0
		Charter/Club Bus	2.0
Internal to Van Ness Corridor	0.2%	Drive Alone	12.48%
		Carpool	0.7
		MUNI	27.3
		Walk	58.8
		Other	0.8

Source: Van Ness Avenue FEIR, Appendix I

APPENDIX 3.7

Van Ness Avenue Commercial Non-Work Trips
Based on P.M. Peak Period Trip Distribution and Mode Split

	Distribution	Mode Split	
NE San Francisco	13.0%	Drive Alone	57.4%
		Carpool	19.8
		MUNI	25.4
		Walk	14.9
		Other	2.4
NW San Francisco	26.7%	Drive Alone	45.8%
		Carpool	11.1
		MUNI	30.8
		Walk	10.0
		Other	2.3
SE San Francisco	18.1%	Drive Alone	50.0%
		Carpool	19.4
		MUNI	21.0
		BART	4.2
		Walk	3.8
		Other	1.9
SW San Francisco	4.2%	Drive Alone	47.5%
		Carpool	10.9
		MUNI	36.4
		BART	3.5
		Other	1.7
Peninsula	10.5%	Drive Alone	58.8%
		Carpool	28.5
		MUNI	0.2
		BART	7.0
		SamTrans	3.0
		Other	2.5
East Bay	14.7%	Drive Alone	43.9%
		Carpool	7.5
		BART	44.0
		AC	4.6
North Bay	5.8%	Drive Alone	43.4%
		Carpool	11.9
		GG Bus	40.0
		Ferry	4.7
Internal to Van Ness Corridor	7.0%	Drive Alone	13.8%
		Carpool	5.5
		MUNI	10.1
		Walk	69.8
		Other	0.8

Source: Van Ness Avenue FEIR, Appendix I

APPENDIX 3.8

Van Ness Avenue Resident Trips
Based on P.M. Peak Period Distribution[1] and Mode Split

	Distribution	Mode Split	
	Work/Non-Work		Work/Non-Work
NE San Francisco	50.1% / 12.7%	Drive Alone	14.9% / 20.9%
		Carpool	11.1 / 20.2
		MUNI	53.6 / 37.9
		Walk	18.4 / 6.9
		Other	1.8 / 3.2
NW San Francisco	17.6% / 9.2%	Drive Alone	37.7% / 16.1%
		Carpool	11.8 / 23.6
		MUNI	31.3 / 44.8
		Walk	16.7 / 10.4
		Other	2.5 / 3.1
SE San Francisco	9.2% / 6.6%	Drive Alone	45.2% / 17.7%
		Carpool	9.6 / 12.5
		MUNI	40.6 / 60.0
		Walk	2.4 / 1.8
		Other	2.2 / 8.0
SW San Francisco	2.7% / 5.4%	Drive Alone	66.7% / 10.4%
		Carpool	4.9 / 11.6
		MUNI	25.7 / 73.0
		BART	0 / 5.0
		Other	2.7 / 0
Peninsula	5.0% / 5.8%	Drive Alone	65.0% / 35.6%
		Carpool	15.5 / 17.3
		MUNI	1.8 / 0
		BART	10.0 / 40.1
		SamTrans	6.0 / 7.0
		Other	1.7 / 0
East Bay	6.5% / 1.6%	Drive Alone	70.0% / 35.1%
		Carpool	9.0 / 22.1
		BART	18.0 / 42.0
		AC	1.0 / 0.8
		Charter/Club Bus	2.0 / 0
North Bay	1.5% / 1.1%	Drive Alone	71.0% / 12.4%
		Carpool	17.5 / 87.6
		GG Bus	6.0 / 0
		Charter/Club Bus	5.5 / 0
Internal to Van Ness Corridor	6% / 57.8%	Drive Alone	0 / 4.4%
		Carpool	0 / 8.7
		MUNI	0 / 26.0
		Walk	0 / 58.8
		Other	0 / 2.1

Source: Van Ness Avenue FEIR, Appendix I

[1]Note that for work trips, geographic distribution represents trip origin location; all work trip destinations are within the Van Ness Avenue Corridor.

APPENDIX 3.9

Trip Distribution and Modal Split for Chinatown

Chinatown		Work Trips			Non-Work Trips	
	Distribution		Mode Split		Distribution	Mode Split
SF	NE	33%	Drive Alone	7%	28%	7%
			*Shared Ride	4%		16%
			Muni	14%		57%
			Walk	75%		36%
	NW	19%	Drive Alone	37%	15%	16%
			Shared Ride	7%		28%
			Muni	56%		56%
	SE	7%	Drive Alone	37%	5%	16%
			Shared Ride	7%		28%
			Muni	48%		53%
			Bart/Other Transit	8%		3%
	SW	25%	Drive Alone	37%	15%	16%
			Shared Ride	7%		28%
			Muni	49%		53%
			Bart/Other Transit	7%		3%
Peninsula		9%	Drive Alone	52%	17%	36%
			Shared Ride	16%		57%
			Bart/Other Transit	32%		5%
E. Bay		6%	Drive Alone	32%	6%	36%
			Shared Ride	23%		55%
			Bart/Other Transit	45%		7%
N. Bay		1%	Drive Alone	52%	4%	36%
			Shared Ride	16%		60%
			Bart/Other Transit	32%		2%

Source: Transportation Impact Analysis for Chinatown Rezoning, Jan 87, DCP

*Shared Ride Vehicle Occupancy Assumed at 2.7 persons per vehicle

APPENDIX 3.10

Commercial Trip Modal Splits for Districts Surveyed in the Neighborhood Commercial Rezoning Study

Modal distribution of person trips for projects in the Geary Street, Polk Street and Broadway NCD's only shall be shown among auto, transit, pedestrian, and other modes based on the following survey results from NCRS EIR, Appendix B.

	Geary Blvd.	Polk St.	Broadway
Drive	23%	24%	44%
MUNI	39%	11%	13%
Walk	26%	62%	33%
Other	2%	3%	11%
Average Auto Occupancy	2.1%	2.0%	2.6%

In all other NCD's or neighborhoods, mode splits shall be based on surveys of existing similar uses in the vicinity of the proposed project, or other means, as directed by Department staff through the work scope.

APPENDIX 4.1

INTERSECTION LEVEL OF SERVICE ANALYSIS METHODOLOGY

Level of Service analysis for existing conditions are to be based on traffic counts taken by the Department of Parking and Traffic not more than three years old, data in certified EIRs or background transportation studies supporting certified Negative Declarations for which the counts data is no more than three years old, and/or turning movement counts to be made by the consultant at each affected intersection. Copies of all counts used in the analysis, and level of service calculations, are to be included with the report as an appendix.

Level of Service analysis for existing conditions plus the project is to be based on an assignment of net new project vehicular trips compared to existing conditions for each of the affected streets and intersections in the study area.

Level of Service must also be estimated and shown for future conditions, with a horizon year approximately 10 years in the future. The future horizon year should be expressed as 2000, 2005, 2010, 2015, etc.; five year increments in the expression of the future year should be used. Analysis of future conditions will use a growth factor for travel in the general geographic area of the project site. This growth factor will generally assume that net new travel attributable to the project is included, such that it will not normally be necessary to add project travel to the growth rate.

Growth factors for three sectors of the downtown and vicinity, reflecting trip growth from 1985 through 2000, are shown in Appendix 4.3. The overall 15-year factor should be converted to an annualized factor, and the annual factor used to determine the growth rate for the portion of the 1985 - 2000 15-year period. (e.g. 1991 - 2000 growth factor would be 9 X annualized factor).

For other areas, analysis should incorporate impacts based on all identified area development that is reasonably foreseeable, growth identified and analyzed in relevant planning reports and accompanying environmental analyses (e.g. NCRS, Rincon Hill and Van Ness Avenue EIRs), and growth in through background travel (estimated by DPT Bureau of Traffic Engineering at one percent per year).

For projects located within neighborhoods for which a specific development framework has been elaborated in previous environmental analyses, the cumulative transportation analysis for the project shall encompass the time period which corresponds to the appropriate areawide study analysis. Where no such analysis has been completed, a 10-year time frame should be assumed for cumulative analysis. Identification of specific area projects and relevant growth rates for through background travel shall be verified with Department OER and Transportation staff prior to the initiation of the analysis.

Standard methodologies to calculate intersection Level of Service are to be employed as follows:

Signalized Intersections - TRB Circular 212 Planning Methodology

In some situations it may be necessary to adjust the capacity of the intersection to account for localized constraints. This would be done by conducting a saturation flow analysis where, based on informed knowledge of the study area it may be determined that standard values of the Circular 212 will require adjustment. The scope of work will note that an adjusted intersection capacity will be determined by the traffic consultant on the basis of the saturation flow analysis prior to submission of the first draft report. In other cases, it may become apparent after initial staff review of the calculations that a saturation flow analysis is warranted to determine effective intersection capacity.

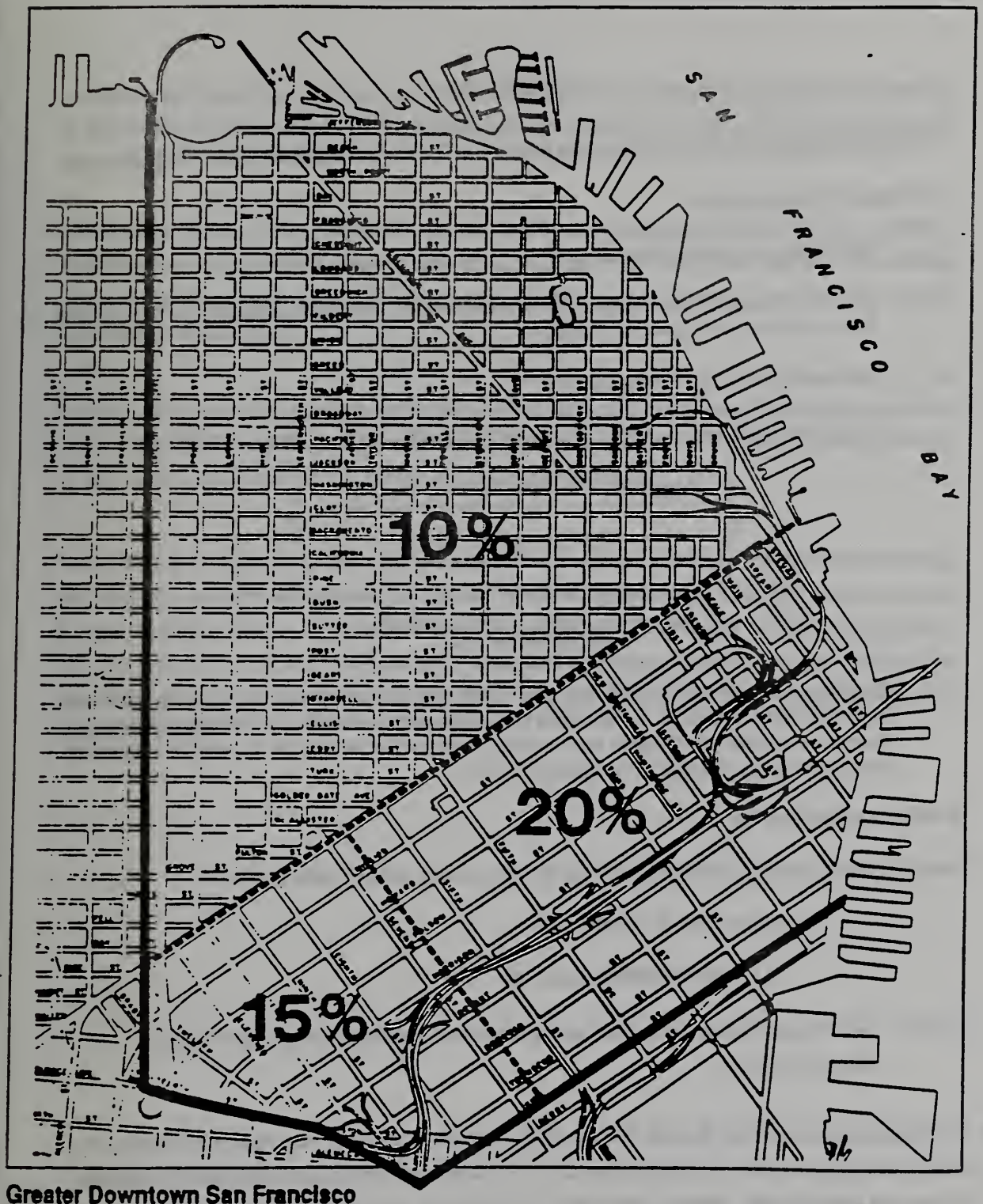
Unsignalized Intersections (all-way stop sign control) - TRB Circular 373

Note: Circular 373 is to be used only for methodology described therein for unsignalized all-way stop intersections; methodologies for other types of intersections shall be as specified in these Departmental guidelines.

T Intersections with single stop control, and intersections with 2-way stop sign control

1985 Highway Capacity Manual Unsignalized Method (Chapter 10).

APPENDIX 4.2



Greater Downtown San Francisco
1985 - 2000 Traffic Growth Rates

S. F. Department of City Planning 5/90

Source: Derived from Mission Bay and South of Market EIR's.

APPENDIX 5.1

PARKING DEMAND CALCULATIONS FOR NON-DOWNTOWN AND RESIDENTIAL PROJECTS

1. Commercial Parking Demand

   A. Commercial Long-Term Parking Demand

   In general this is equivalent to the total number of journey-to-work vehicle trip ends generated by the project (both drive-alone and rideshare), divided by 2.

   B. Commercial Short-Term Parking Demand

   Projects outside of the C-3 Districts, SOMA and Mission Bay are to use the following equation.

$$\left[\frac{\left(\frac{\text{Total project non-work auto person trip ends}}{\text{1.2 persons per vehicle}}\right)}{\text{2 one-way auto trips}}\right] \Big/ \text{Parking turnover rate}$$

   The turnover rate may vary for individual projects and is to be based on surveys of parking turnover for established uses comparable to those of the proposed project, preferably within the same general area. However, a turnover rate of greater than 5 per day should not be used unless supported by independent surveys reviewed and accepted by Department staff.

2. Resident Parking Demand

   New residential projects should generally use the following ratios to estimate parking demand.

   1.1 vehicles/studio or 1-bedroom apt.

   1.5 vehicles/multiple bedroom unit

   (Source: Recht Hausrath Assoc. 1986 downtown resident survey, Residential Conservation Rezoning Study, DCP, 1990)

Note: The foregoing resident parking demand ratios are highly generalized, averaged rates derived from surveys of a variety of housing types and locations in San Francisco. The transportation consultant would normally be expected to use these average ratios. However, there may be circumstances, such as the type, expected occupancy, or location of the housing, which justify the use of different ratios. In situations that the Department, in the course of

establishing the transportation work scope, concurs that such circumstances exist, the consultant will be authorized to conduct independent surveys of resident auto ownership for similar types of projects to establish and support different ratios.

The Department will use these surveys and its own surveys carried out subsequent to publication of these guidelines to refine and develop more specific rates for a variety of housing types. When such revised standards are developed they shall be made available to the consultant at the time a work scope for a project proposal is outlined pending amendment of this document.

In certain circumstances it may be necessary to determine both estimated parking demand for the proposed project and existing residential units on the project site and/or on the general project vicinity. Estimation of parking demand for the proposed project must use one of the methods previously described.

To estimate parking demand of existing residential uses, 1980 U.S. Census data (1990 when it becomes available) may be used in neighborhood situations, for the tract in which the proposed project is located plus abutting tracts of similar residential character. If 1980 data is used, the average auto ownership rate as shown for these tracts should be multiplied by a factor of 1.14, to reflect increasing auto registration in San Francisco since 1980 and the observed tendency for occupants of newly constructed dwelling units to have greater auto occupancy rates than those of older units.

APPENDIX 5.2

PARKING DEMAND CALCULATIONS FOR C-3, SOMA and MISSION BAY PROJECTS***

1. PROJECT PARKING DEMAND

1A. *Project long term*

Project office GSF 20,000	project ridesharе demand
+	plus
Project office GSF x 0.11 drive alone 275 GSF/employee	
+	
demand Project retail GSF x 0.15 drive alone 350 GSF/employee.	project drive alone
=	equals
	PROJECT LONG TERM PARKING DEMAND

1B. *Project short term*

Project office GSF 20,000	+	Project retail GSF 1,000	*PROJECT SHORT TERM PARKING DEMAND*

(1A) + (1B) = TOTAL PROJECT PARKING DEMAND

*** Derived from September 1983 transportation guidelines, and May 4, 1989 memo, Dean L. Macris to City Planning Commission

2. NET ADDITIONAL PARKING DEMAND

[Total Project Parking Demand]	sum of quotients from 1A and 1B above
-	minus
[Parking Demand of Existing Uses]	apply equations 1A and 1B to existing office and retail uses on the site
=	equals
	NET ADDITIONAL PARKING DEMAND

Note: These calculations as applied to the project should be readily available, either in a footnote or an appendix.

APPENDIX 5.3

STANDARD LANGUAGE TO BE USED FOR THE PARKING SECTION OF TRANSPORTATION IMPACTS CHAPTER OF OFFICE AND MIXED USE COMMERCIAL PROJECTS IN C-3, SOMA AND MISSION BAY

Parking

Parking demand was projected for the proposed ____ Street project on the basis of the estimated vehicular traffic generated by the project. The project would create long term parking demand for about *(see equation 1A)* spaces (including *(see equation 1A)* carpool/vanpool spaces), and short term parking demand for *(see equation 1B)* equivalent daily spaces, for a total parking demand of *(sum of 1A plus 1B)* daily spaces. Discounting for parking demand generated by existing uses on the site, the net additional parking demand generated by the proposed project would be about *(see equation 2)* spaces. The proposed project would provide about _____ gross square feet of parking area which the Department of City Planning estimates could accommodate about _____ vehicles with tandem valet operations.[FN1]

Existing parking facilities on the site currently include a total of____ parking spaces.[FN2] A total of _____ existing parking spaces are private, and reserved for the exclusive use of employees currently working in existing uses on the site. Of the _____ existing parking spaces made available to the general public, _____ leases are currently valid and % of the public parking is, therefore, considered long term. ___% of the public parking (____ spaces) are available for short term use.

The proposed project would eliminate __ existing parking spaces available to the general public,[FN2] resulting in a total unmet demand of about _____ equivalent daily spaces (total project demand + displaced public parking - proposed parking capacity = _____ spaces total unmet demand). Occupancy in off-street public parking lots and garages within a 1/4 mile radius of the project's site may be expected to increase from the existing __% to __% as a result of the unmet parking demand generated by the project.

[NOTE: FOR PROJECTS IN C-3 DISTRICTS USE THE FOLLOWING PARAGRAPH. SEE BELOW FOR LANGUAGE FOR PROJECTS IN SOMA AND MISSION BAY.]

The proposed project is in the C - 3 District, in which parking is not required for commercial uses. The City Planning Code allows accessory parking up to seven percent of the gross floor area of the project. The _____ gross square feet of parking proposed by the project sponsor [would be within] [would exceed] this seven percent allowance (__ total project GSF x 0.07 = __ GSF allowed for accessory parking).* The proposed project would allocate at least __ spaces for public short term parking, and at least __ spaces for carpools and vanpools. Parking provided in the proposed project for public use would be subject to a rate structure (City Planning Code Section 155(g)) which encourages short term use and discourages all day parking.

[NOTE: FOR PROJECTS IN SOMA AND MISSION BAY USE THE FOLLOWING PARAGRAPH AS A SUBSTITUTE FOR THE PARAGRAPH ABOVE.]

The proposed project is in the ___ District, in which parking is required for commercial uses. The City Planning Code requires accessory parking in the amount of _ spaces per __ floor area of *(type of use)* for the project, and allows up to 150% of this requirement as accessory parking. The project would be required to provide at least ____ parking spaces; ____ parking spaces are proposed by the project sponsor. The proposed project would allocate at least ____** spaces for public short term parking, and at least _____** spaces for carpools and vanpools. Parking provided in the proposed project for public use would be subject to a rate structure (City Planning Code Section 155(g)) which encourages short term use and discourages all day parking.

FN1 Using the Department's standard of about 215 gross square feet per vehicle for tandem valet parking in downtown San Francisco, per May 4, 1989 memorandum, Dean L. Macris to City Planning Commission.

FN2 This reflects the actual vehicular capacity of the existing garage(s) and/or lot(s) [indicate which] at any point in time, as currently operated [cite whether self-park, tandem, or both], and not the total number of vehicles or individuals who may use the facility. For long term parking, it is recognized that leasing operations often "oversubscribe" parking facilities, selling more leases than the number of vehicles the facility can accommodate at one time, to take care of non-daily users who still wish a long term lease, and those who are in-and-out during the course of the day. As a result, a greater number of parking leases or users may be displaced than the actual vehicular capacity of the facility.

* If the amount of GSF is above the seven percent accessory allowance, an explaination of how the excess is to be used and applied must be included in this paragraph. If Conditional Use approval is being sought for the additional amount, so state. If replacement short term parking is requested, this language should be modified to note that such replacement parking may be exempt from FAR calculations, and that the Project Sponsor is requesting such an exemption.

** Using the ratios cited in the May 4, 1989 memo for minimum parking allocations to short term and rideshare users, plus replacement parking if applicable.

APPENDIX 6

TYPICAL TRANSPORTATION MITIGATION MEASURES FOR THE DOWNTOWN AREA

In the downtown area, a number of transportation related items are required by law which would serve to mitigate impacts, and are summarized here for informational purposes. They should also be referred to in the Mitigation Section of the EIR, not as mitigation measures specific to the project but rather, as generic mitigation measures applicable in the downtown area.

These measures include: contribution of funds for increased transit service per the Transit Impact Development Fee, Board of Supervisors Ordinance #224-81; when auto parking is provided, provision of off-street bicycle storage pursuant to Section 155 of the City Planning Code; provision of transportation brokerage services to coordinate a transportation management program and participation in a network of transportation brokers pursuant to Section 163 of the City Planning Code; priority use of off-street parking in the project for the physically handicapped, travellers in carpools and vanpools, and short-term trips by business visitors and clients, pursuant to Section 155 of the City Planning Code; and provision of building directories and signs for service elevators in loading areas, pursuant to Section 155 of the City Planning Code. Additional generic measures apply which are not related to mitigation of transportation impacts.

Additional measures which are not required by legislation but which would also serve to mitigate transportation impacts and are generally included in transportation analyses as a policy matter include the following.

Measures that could be implemented by the project sponsor as part of the project

- The placement of paving, landscaping or structures in the sidewalk area (subject to City approval) would be done in such a way as to minimize interference with pedestrian traffic.

- Secure bicycle facilities would be provided for project commuters and short-term visitors which would, at a minimum, provide safe shelter for the number of spaces required in the project.

- While subsurface sidewalk vaults are discouraged, the project sponsor would design subsurface sidewalk vaults to allow for possible future widening of adjacent streets. Vault design shall be of sufficient strength to carry maximum vehicular live and dynamic loads. Design of the vault area to accommodate street trees would also be made, subject to Department of Public Works approval. In addition, should vaults exist or be installed as part of the project, the project sponsor would accommodate and pay for the installation of all subsurface footings, supports and foundations as may be required for future public improvements such as street lights, trolley wire poles, signs, benches, transit shelters, etc. within project vault areas. Placement

of such improvements is entirely within the discretion of the City. Should the City at any future time determine its need for any subsidewalk space occupied by the project, for any reason, the project sponsor agrees to waive all rights of appeal of revocation of permits to occupy such space.

- During the construction period, the project sponsor would cause to limit construction truck movement to the hours between 9:00 A.M. and 3:30 P.M., and to prohibit staging or unloading of equipment and materials during the periods of 7:30 A.M. to 9:00 A.M. and 3:30 P.M. to 6:00 P.M., to minimize peak period traffic conflicts and to accommodate queueing of Muni buses prior to the peak hours of service. The project sponsor and construction contractor would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, Muni, and the Department of City Planning to determine feasible traffic management and mitigation measures to reduce traffic congestion during construction of this project and other nearby projects. To minimize cumulative traffic impacts due to lane closures during construction, the project sponsor would coordinate with construction contractors for any concurrent nearby projects that are planned for construction or which later become known.

- The project sponsor would, in cooperation with the Municipal Railway, install eyebolts or make provision for the direct attachment of eyebolts for Muni trolley wires on the proposed building wherever necessary or agree to waive all rights to refuse the attachment of eyebolts to the proposed building if such attachment is done at City expense.

- The parking driveway would include warning devices (lighted signs and noise-emitting devices) to alert pedestrians to vehicles exiting the structure.

Measures that could be implemented by public agencies

- Coordinate work schedules of Pacific Gas and Electric Company and other utilities requiring trenching, so that street disruption would take place during weekends and off-peak hours. This should be done through the San Francisco Committee for Utility Liaison on Construction and Other Projects (CULCOP). In-street utilities should be installed at the same time as the street is opened for construction of the project to minimize street disruption.

- The City could act upon or endorse the implementation of transportation mitigations described in the Mission Bay EIR Vol. II, Section VI.E, Mitigation, pp. VI.E.214- VI.E.217 for the year 2000 and VI.E.224-VI.E.231 for the year 2020, and in the South of Market EIR, pp. 189-194. The measures for the year 2000 include: constructing and maintaining rail rapid transit lines from downtown San Francisco to suburban corridors and major non-downtown centers in San Francisco; increased funding for Vehicle-Acquisition Plans

for San Francisco and regional transit agencies to expand existing non-rail transit service; providing exclusive transit lanes on City streets and on freeways; reducing incentives to drive by discouraging long-term parking; encouraging carpools, vanpools and bicycle use; improving pedestrian circulation within downtown San Francisco; and providing transportation brokerage services. The Mission Bay EIR describes various types of measures to illustrate the magnitude of improvements needed to mitigate the impacts of regional growth in 2020.

Some of the implementing actions would require approval by decision-makers outside the City and County of San Francisco; many of the measures would require action by City agencies other than the City Planning Commission, such as the San Francisco Public Utilities Commission and/or Board of Supervisors. All except such things as providing transportation brokers would require funding from or approval by MTC. These measures are system-wide measures that must be implemented by public agencies. Other than project-specific measures such as the relevant transportation mitigation measures described above as part of the project or such measures as the Transit Impact Development Fee assessment by San Francisco Ordinance 224-81 which would contribute directly to implementation of these system-wide measures, it is not appropriate to impose mitigation at system-wide levels on individual projects.

APPENDIX 7

Freight Delivery and Service Vehicle Demand

Peak Hour* Generation

$$\text{Number of Spaces per 1,000 GSF} = \frac{\frac{(R) \times 1.25}{9}}{2.4}$$

Average Hour Generation

$$\text{Number of Spaces per 1,000 GSF} = \frac{(R)}{9} : 2.4$$

$$\text{Daily Truck Trip Generation Per Use} = \frac{GSF}{1,000} \times (R)$$

Where:

R	=	Daily truck trip generation per 1,000 GSF of use from Table 7.1
1.25	=	Peak Hour deliveries at 25% higher rate than other hours
9	=	Number of hours deliveries are made (8:00A.M.-5:00P.M.)
2.4	=	Assuming average truck delivery/pickup of 25 minutes, 2.4 trucks could be accommodated per hour

*NOTE Peak Hour Truck Trip Generation generally occurs between 10:00A.M. and 1:00P.M., and is unrelated to P.M. Peak Hour used in other transportation analyses.

Table 7.1 **Daily Truck Trip Generation Rate per 1,000 Square Feet of Floor Area, by Land Use**

Office	.21
Bank	.30
Retail (Composite)	
Wholesale	.22
Apparel	.80
Department Store	.45
Furniture	.24
Restaurant/Bar	3.60
Drug Store	3.70
Specialty Shops	.18
Services	
Hotel	.09
Institution	.10
Business	1.80
Parking	.03
Administration	.40
Warehousing	.46
Manufacturing	.51
Light Industry	.65
Residential	.03

Source: Center City Pedestrian Circulation and Goods Movement Study (Wilbur Smith & Assoc. for San Francisco Department of City Planning). September, 1980

TABLE 7.2 Percent Daily Truck Activity by Vehicle Type

Cars and Pickups	25%
Vans	42%
Small Delivery Trucks[1] 2 axles	9%
Large Delivery Trucks[2] 2 axles	19%
Large Delivery Trucks[3] 3 axles	4%
Tractor - Trailer 4 axles	1%

[1] Characterized as a small courier, U.S. Mail truck or step van

[2] Characterized as a mid-size Hertz rental truck, beverage truck or small furniture truck

[3] Characterized as a garbage truck

Source: DKS Associates, 1990

APPENDIX B

City and County of San Francisco
Department of City Planning

450 McAllister Street
San Francisco, CA 94102

TRANSPORTATION STUDY SCOPE OF WORK
ACKNOWLEDGEMENT AND APPROVAL

Transmittal To: _____ **Date:** _____

_____

_____

_____

The proposed scope of work for the _____ project,
Case No. _____, dated _____ is hereby

- ☐ Approved as submitted
- ☐ Approved as revised and resubmitted
- ☐ Approved subject to comments below
- ☐ Not approved, pending modifications specified below and resubmitted

Signed: _____ _____

Transportation Section *Office of Environmental Review*

Comments: _____

_____

_____

_____

_____

_____

Note: A copy of this approval and the final scope of work is to be appended to the transportation study. The Department advises consultants and project sponsors that review of the draft transportation report may identify issues or concerns of other City agencies not addressed in the scope of work hereby approved, and that the scope of work may need to be modified to accommodate such additional issues.

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APPENDIX 9

YEAR 2000 P.M. PEAK HOUR AND P.M. PEAK PERIOD MODAL SHARES FOR OUTBOUND TRAVEL* FROM DOWNTOWN AND VICINITY

	P.M. PEAK HOUR	P.M. PEAK PERIOD
Drive Alone	20%	21%
Rideshare	10%	11%
Muni	24%	23%
BART	24%	23%
AC Transit	7%	7%
SamTrans	1%	1%
CalTrain	2%	2%
Golden Gate Bus	4%	4%
Golden Gate Ferry	1%	1%
Other	7%	7%

* represents both work and nonwork travel, outbound only.

Source: Mission Bay FEIR, Table VI.E.7,
300 Street Howard FEIR (89.589E), background transportation documents

APPENDIX VI

Downtown Transit Impact Development Fee Ordinance

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FILE NO. [illegible] ORDINANCE NO. 24-97

(TIDF)

AMENDING CHAPTER 38 OF THE SAN FRANCISCO ADMINISTRATIVE CODE BY AMENDING SECTIONS 38.1, 38.2, 38.5 AND 38.8 THEREOF AND BY ADDING SECTION 38.8.5 THERETO RELATING TO THE PRINCIPLES TO BE USED IN CALCULATING THE AMOUNT OF THE TRANSIT IMPACT DEVELOPMENT FEE AND PROVIDING FOR ADJUSTMENT TO THE TRANSIT IMPACT DEVELOPMENT FEE IN CASES OF CONVERSION FROM OTHER USES TO OFFICE USE TO INCORPORATE THE TRIP GENERATION RATE OF PRIOR USE SO AS TO ACCURATELY MEASURE THE INCREMENTAL IMPACT OF THE CONVERSION TO OFFICE USE ON THE SAN FRANCISCO MUNICIPAL RAILWAY.

NOTE: Additions or substitutions are underlined; deletions are indicated by ((double parentheses)).

Be it ordained by the people of the City and County of San Francisco:

Section 1. Sections 38.1, 38.2 and 38.5 of Chapter 38, the San Francisco Administrative Code, are hereby amended to read as follows:

Section 38.1. Definitions.

For the purposes of this chapter, the following definitions shall apply:

(a) BOARD. The Board of Supervisors of the City and County of San Francisco.

(b) CERTIFICATE OF FINAL COMPLETION AND OCCUPANCY shall mean a certificate of final completion and occupancy issued by the Superintendent, Bureau of Building Inspection, pursuant to the Building Code.

(c) CITY. The City and County of San Francisco.

(d) DOWNTOWN AREA. That portion of the City and County bounded by Van Ness Avenue as far north as Broadway, from Van Ness Avenue and Broadway easterly on Broadway to Sansome Street; [illegible] southeasterly on the Embarcadero to Berry Street; then southwesterly on Berry Street to De Haro Street; then southerly on De Haro Street to Alameda Street; then westerly on Alameda Street to Bryant Street; then northerly on Bryant Street to Thirteenth Street; then westerly on Thirteenth Street to South Van Ness Avenue; then northerly to Van Ness Avenue. The downtown area includes all property with an address on any of or within the area surrounded by the above enumerated boundary streets.

(e) GROSS SQUARE FOOT OF OFFICE USE. A square foot of floor space within a structure, whether or not within a room, to be occupied by, or primarily serving, office use.

(f) NEW DEVELOPMENT. Any new construction, addition, extension, conversion, or enlargement of an existing structure which includes any gross square feet of office use.

(g) OFFICE USE. Any structure or portion thereof intended for occupancy by business entities which will primarily provide clerical, professional or business services of the business entity, or which will primarily provide clerical, professional or business services to other business entities or to the public, at that location.

(h) PEAK PERIOD. The total number of minutes in an average working day, determined in accordance with Section 38.5(e), during which ((the passenger demand on)) the Municipal Railway ((system would require it to deploy)) deploys all its operable equipment so that the system experiences no excess vehicular capacity.

(i) PUBLIC TRANSIT SERVICE. Services of the Municipal Railway of the City and County of San Francisco.

/ / /

Section 38.2. Findings.

All office uses in the downtown area are benefited by virtue of the availability of the Municipal Railway as a means of transit for employees and customers.

The demand for public transit service from downtown area office uses imposes a unique burden on the Municipal Railway, qualitatively different than the burden imposed by other uses of property in San Francisco. The need for that level of service provided by the Municipal Railway during peak periods can be attributed in substantial part to office uses of property in the downtown area.

New developments will bring increased need for public transit service in the downtown area during peak periods. The Municipal Railway will be burdened with the demands of transporting a larger number of passengers. Future increases in demand for public transit service are therefore attributable directly to new development in the downtown area increasing the number of persons using the Municipal Railway during peak periods.

This increased demand must be met not only by the acquisition of new rolling stock and the addition of new services, but also by the employment of additional personnel and fuel to operate the added facilities, and the maintenance, repair and replacement of the additional facilities as they wear out or become obsolete.

That level of additional cost incurred by the City in expanding and operating, maintaining, repairing and replacing its public transit facilities to accommodate the additional peak-period person-trips generated by office use in new developments can be translated into a cost per gross square foot of office use in the new developments. The cost of expanding

current services and adding new services is directly proportional to the amount of peak-period Municipal Railway travel generated by new development. Development of office uses causes more additional Municipal Railway peak-period person-trips, per square foot, than the development of any other use of property in the downtown area. It is desirable to impose the increased burden of serving such use, through a fee approximating the cost per square foot, directly upon the developer of new development generating the need.

Even though other uses such as retail use also generate Municipal Railway peak-period person trips (and even if a particular alternate use were to generate more such trips than do office uses), the Board refrains from imposing the Transit Impact Development Fee on such uses at this time, and in that regard finds: (1) The vast majority of new commercial space in the downtown area will be devoted to office uses, and the primary cause for new peak-period Municipal Railway passengers will be the development of new office uses; and (2) a significant proportion of the new retail and service uses which will hereafter be developed in the downtown area will be constructed in connection with new office developments and, for that reason, limitation of the Fee to office uses both ameliorates the economic impact of the Fee on developers of office space and encourages the development of projects with mixed uses consisting of office, retail and service uses.

Sec. 38.3. Transit Impact Development Fee Schedule.

This Transit Impact Development Fee Schedule is set at an actuarially sound level to insure that the proceeds from the Transit Impact Development Fee from each new development is sufficient, including such earnings as may be derived from

investment of all proceeds and amortization thereof, to pay for all capital and operating costs incurred in providing and operating additional required peak-period public transit service capacity, over the life of such new development; without, however, exceeding five dollars ($5.00) per square foot.

The following principles have been and, in the future, shall be observed in calculating the amount of the Fee:

(a) The times during the day which constitute the peak period shall be determined functionally as that period of time during which a decision to add additional scheduled vehicle runs would require Muni to purchase or lease additional vehicles because the existing available fleet is fully committed in the sense that vehicles are actually in revenue service, being held for deployment later in the peak period, in reserve, or scheduled for repair or preventive maintenance.

(b) State, federal and private operating and capital subsidies for the cost of providing additional peak period service shall be assumed only when and to the extent that receipt of such subsidies is reasonably probable.

(c) The calculation of future costs of providing service for additional passengers during the peak periods should assume no increase in the level of crowding for the system as a whole or material decreases in the frequency of service.

(d) The cost of electricity shall be calculated based on the price which the City could receive for such power were it sold to PG&E assigned customers rather than the cost at which it is furnished to the Municipal Railway by the Hetch Hetchy Water and Power Department.

(e) Costs and revenue attributable to trips taken outside the peak periods by office workers and visitors shall not be included.

(f) In calculating the revenue from additional peak period trips, a weighted average fare (reflecting the frequency of trips paid for by cash fares as opposed to fast passes) shall be estimated. In making this calculation, the average fare for a fast pass trip shall be determined by dividing the cost of a fast pass by an estimate of the total number of trips per month (whether or not taken in the peak period) which will be taken by a fast pass purchaser. In projecting future revenues, peak period revenue shall be assumed to increase at the same rate as peak period operating costs.

(g) Where feasible, actual information for the fiscal year for which the fee is being calculated should be used. Where estimates must be made, those estimates should be based on such information as the General Manager of the Public Utilities Commission or his delegate considers reasonable for the purpose. Possible changes in the operation or productivity of the Municipal Railway shall be taken into account only if such changes are the announced policy of the Municipal Railway or the Public Utilities Commission and the impact of such change on peak period costs or revenues can be estimated with reasonable certainty.

The Transit Impact Fee Schedule shall be as follows:

FOR EACH GROSS SQUARE FOOT OF OFFICE USE IN NEW DEVELOPMENT IN THE DOWNTOWN AREA.	$5.00*

*Formula fee rate calculated (at $9.18)) to be in excess of $5.00; limited to $5.00.

///

Section 2. Section 38.8 of Chapter 38 of the San Francisco Administrative Code is hereby amended to read as follows:

Section 38.8. Setting of Fee.

Each developer, prior to obtaining a building permit for any new development in the downtown area after the effective date of this ordinance, shall file with the General Manager of the Public Utilities Commission, on such form as he may develop, a report indicating the number of gross square feet of the new development intended for office use. Each developer of a new development for which a building permit was issued prior to the effective date of this ordinance and for which a final certificate of occupancy had not been issued prior to the effective date of this ordinance shall file the same report prior to obtaining a final certificate of occupancy. The General Manager shall determine the number of gross square feet of office use to which the Transit Impact Development Fee Schedule applies, [[crediting the number of gross square feet of office use being eliminated as part of the project and]] disregarding the number of gross square feet of office use being retained, determine the useful life category if the Fee Schedule includes useful life categories, apply the fee schedule, and determine the fee which reflects the additional cost of peak-period public transit service generated by the office use in the new development. The applicant shall be notified of the General Manager's determination in writing. The General Manager shall mail a copy of his determination to the applicant. The applicant may appeal the determination of the number of gross square feet of office use subject to the fee, the adjustment factor described in Section 38.8.5(b), or the useful-life category if the fee schedule includes useful life categories, to the Public Utilities Commission in order to reduce the amount of the fee obligation. If the applicant notifies the General Manager of his acceptance of the determination, or does not appeal to the Public Utilities Commission within 15 days of the date of personal service or mailing of notice of the General Manager's determination, the General Manager's determination shall be final, and a notice of such determination shall be provided the Central Permit Bureau. The Central Permit Bureau may not issue a building permit for any new development in the downtown area until it has received notice from the General Manager of the Public Utilities Commission or the Public Utilities Commission of the final determination of the amount of the Transit Impact Development Fee to be paid.

Section 3. Chapter 38 of the San Francisco Administrative Code is hereby amended by adding Section 38.8.5 thereto, reading as follows:

Section 38.8.5. Credits for Prior Use.

In determining the number of gross square feet of office use to which the Transit Impact Development Fee Schedule applies, the General Manager shall provide for the following credits:

a. For prior office uses, there shall be a credit for the number of gross square feet of office use being eliminated as part of the project.

b. For prior uses other than office use, there shall be a credit for the number of gross square feet of non-office use being eliminated multiplied by an adjustment factor to reflect the difference between office building peak period municipal railway trip generation rates and peak period municipal railway trip generation rates for other uses. The adjustment factor shall be determined by the General Manager as follows:

(1) The adjustment factor shall be a fraction, the'

trip generation rate which the General Manager shall determine, in consultation with the Department of City Planning applies to the class of prior use being eliminated by the project.

(2) The denominator of the fraction shall be the peak period municipal railway trip generation rate for office use used in the most recent calculation of the Transit Impact Development Fee Schedule approved by the Board of Supervisors.

(3) Notwithstanding the foregoing, the adjustment factor shall not exceed 1.

Section 4. The Board finds and declares that the principles to be employed in calculating the amount of the fee as set forth in Section 1 above are wholly consistent with the Board's intention in enacting the Transit Impact Development Fee Ordinance, with the cost analysis presented to the Board by Bruce Barnhard at the time the ordinance was enacted (which, after correction of certain errors, estimated the loss per square foot to be $6.57, which estimate the Board accepts as reasonable), with the Transit Impact Development Fee Cost Studies for fiscal years 1980-81 and 1981-82 approved by the Board by Resolution 880-83, and with the revised Transit Impact Development Fee Cost Study prepared by Touche Ross & Co. dated February 22, 1984 making certain revisions to the estimation of the FY 1980-81 net present value of the loss which would be incurred in providing additional peak-period transit service (resulting in a net reduction of said loss from $8.60 to $8.36 per square foot). The Board hereby approves the assumptions, methodology and conclusions stated in said revised Transit Impact Development Fee Cost Study. The Board accordingly finds that as of the date the Ordinance was enacted, and at all times thereafter, the net

present value of the loss which would be incurred in providing additional peak period transit service was in excess of $5.00 per square foot.

Section 5. The Board of Supervisors intends that the portion of the amendment to Chapter 38 adding Section 38.0.5 be given full retroactive effect so that the credits allowed by Section 38.0.5 shall be afforded to all developers who have paid the fee or will hereafter be required to do so.

Section 6. The amendments to Chapter 38 set forth in Sections 2 and 3 of this ordinance shall not be effective unless and until, prior to June 25, 1984, the City Attorney has advised the Clerk of the Board that either (1) the Superior Court for the County of San Francisco has entered an order approving a partial settlement of Russ Building Partnership, et al, v. City and County of San Francisco, No. 780-795, providing that no claims for costs, attorney's fees or expenses may be sought by the class action plaintiff therein on account of the adoption of Section 2 and 3 of this ordinance; or, alternatively, (2) that the Superior Court has determined that no such court order approving such partial settlement is required by law.

APPROVED AS TO FORM

Deputy City Attorney

0125D

Passed for Second Reading
Board of Supervisors, San Francisco

MAY 7 1984

Ayes: Supervisors Britt, Hongisto, Kennedy, Kopp, Maher, Molinari, ~~Nelder~~, Renne, Silver, ~~Walker~~, Ward.

Noes: Supervisors NELDER

Absent: Supervisors WALKER

John L. Taylor ..... Clerk

199841 ..... 5/15/84
File No. Approved

Read Second Time and Finally Passed
Board of Supervisors, San Francisco

MAY 14 1984

Ayes: Supervisors Britt, Hongisto, Kennedy, Kopp, ~~Maher~~, Molinari, ~~Nelder~~, ~~Renne~~, Silver, ~~Walker~~, Ward.

Noes: Supervisors NELDER

Absent: Supervisors MAHER RENNE

WALKER, WARD

I hereby certify that the foregoing ordinance was finally passed by the Board of Supervisors of the City and County of San Francisco.

John L. Taylor ..... Clerk

Dianne Feinstein ..... Mayor

APPENDIX VII

San Francisco Trip Reduction Efforts: Relationship to Regional Transportation Control Measures

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San Francisco Trip Reduction Efforts: Relationship to Regional Transportation Control Measures

TCM and Discussion	Local Implementation
1. **Expand employer assistance programs**	The San Francisco transportation management and brokerage program is focusing on the following 3 major activities in FY 95/96: 1) compliance monitoring of buildings required to have a TDM program, 2) development of a rideshare parking brokerage program in the downtown area, and 3) continued implementation of the City and County Employee Commute Assistance Program (CACEP).
2. **Adopt employer-based trip reduction ordinance.** Required for compliance with Rule 1 of Regulation 13, issued by the Air Quality Management District (BAAQMD) in December 1992.	San Francisco has adopted ordinances for transportation management and transportation brokerage programs which apply to the downtown area and Mission Bay. Voluntary programs are in place for certain institutional uses in other areas of the city. Existing regulations include highly effective parking restrictions. A total of $520,667 in local sales tax funds is budgeted for TMA brokerage and trip reduction programs for FY 95/96. For further details on compliance with Rule 1, see Chapter 6.
4. **Expand new rail starts program.** Tied to implementation of the current rail agreement (MTC's Resolution 1876) which calls for a $3.5 billion program comprising five rail extension projects.	No San Francisco project is included in this list; however, the City has programmed and partially funded several rail extension projects which could become a part of this TCM. These include construction of the F-Line Streetcar in the median of the realigned Embarcadero Roadway, extension of light rail service from the Muni Metro Turnback to 16th Street, and extension of trolley bus lines to Mission Bay and Potrero Hill areas. These and other transit projects are included in the Capital Improvement Program. (See Chapter 8).
5. . **Improve access to rail and ferries.** Expand local transit service to regional facilities.	Installation of an Automatic Train Control System will permit more frequent light rail service to the Ferry Building. The MUNI Metro extension to Mission Bay will provide direct light rail service to the Caltrain depot.

San Francisco Transportation Control Measures (contd.)

6. Improve inter-city rail service. Focus of this measure is the establishment of Sacramento-Oakland-San Jose rail service.	While no long-distance service expansion is planned for San Francisco, the City is donating right-of-way for the Peninsula Commute Service and participating in funding for the Joint Powers Board.
7. Improve ferry service. Purpose is expansion of ferry service as funding allows. MTC has prepare a long term ferry service plan and will allocate funds under its control consistent with the final recommendations of this plan.	The Port Authority of San Francisco has received funding for expansion of ferry docking facilities at Pier 1/2. Additional ferry terminal expansion projects were included in the 1991 CMP. (See Chapter 8).
8. Construct carpool and express bus lanes on freeways. The region, in cooperation with Caltrans, has adopted a 2005 HOV master plan which includes 480 lane-miles of HOV lanes compared to the 80 lane-miles at present.	Freeway HOV lanes currently exist on the approaches to the Bay Bridge and Golden Gate Bridge. The first phase of the 2005 HOV Master Plan calls for the creation of an HOV lane on I-280 east of US 101.
9. Improve bicycle access and facilities. This TCM proposes an expansion of the carrying capacity of buses, ferries and rail transit; and it encourages employers and developers to proved bicycle access and facilities.	Department of Parking and Traffic has hired the City's first Bicycle Coordinator/Planner. The department has also recently completed a draft Bicycle Plan which will be used to guide future bicycle improvements and programs.
10. Youth transportation. Support programs to reduce youth transit fares, encourage school carpools and purchase clean fuel school buses.	MUNI offers youth fares and youth monthly passes, and conducts public education campaigns in the schools.
11. Install freeway traffic operations system. Purpose is to improve flows on freeways by increasing average travel speeds and eliminating major tie ups more quickly.	Implementation of this TCM is being coordinated by Caltrans. The Authority has programmed funds for TOS projects on US 101 and I-280. (See Chapter 8)

San Francisco Transportation Control Measures (contd.)

12. **Improve arterial traffic management.** MTC will support existing and expanded signal timing programs and encourage transit signal preemption.	Department of Parking and Traffic has undertaken a long-term project to replace aging signal controllers and install signals with transit preemption capabilities on transit preferential streets. The Authority has prioritized STP/CMAQ funds for signal timing and signal preemption projects by MUNI and the Department of Parking and Traffic. (See Chapter 8).
13. **Transit Use Incentives.** Measure encourages coordination between transit operators on routes, schedules, fares, and payment methods (e.g. passes). Also, suggests fare reductions off-peak.	Implementation of this TCM requires additional funds from regional, state, or federal sources.
14. **Improve Rideshare/Vanpool Services and Incentives.**	The City's TMA activities include both required and voluntary programs for certain employers in the downtown core. These programs include rideshare and vanpool incentives.
15. **Local Clean Air Plans, Policies and Programs.** This measures encourages localities to incorporate air quality beneficial policies into local planning and development activities that will reduce the number and length of single occupant vehicle trips.	The City's land use and parking regulations, along with the Transit Development Impact Fee, constitute development regulations for the mitigation of new travel demand.
16. **Intermittent Control Measure/Public Education.** BAAQMD's "Spare the Air" program will be used to encourage the public to reduce motor vehicle use on days of expected ozone exceedances.	Implementation of this TCM is occurring through the BAAQMD and the City's TMA.
17. **Conduct demonstration projects.** Focus is to promote demonstration projects to develop new strategies to reduce motor vehicle emissions.	San Francisco is responding to this measure within the scope discussed earlier in this Chapter for transportation management initiatives.

San Francisco Transportation Control Measures (contd.)	
18. Implement Revenue Measures. Develop revenue sources (e.g. regional gas tax, continuation of CMAQ) needed to implementation mobility improvements and user incentives.	The Authority is working with MTC through the Bay Area Partnership to identify new revenues sources. The Authority Board recently passed a resolution supporting SB 877 which would allow implementation of a regional gas tax with the proceeds used to fund transportation projects and activities.
19. Implement market-based pricing measures. A Phase 3 TCM. Full implementation cannot occur until authorizing legislation is passed.	San Francisco currently taxes all paid parking 25%, and the city planning code mandates a rate structure for garages which discourages long-term parking downtown.

APPENDIX VIII

Glossary of CMP Related Terms

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GLOSSARY OF CMP RELATED TERMS

Association of Bay Area Governments - (ABAG)	The regional agency that is responsible for regional planning other than for transportation. ABAG publishes forecasts of projected growth for the region.
Air Quality Attainment Plan	The plan for attainment of state air quality standards, as required by the California Clean Air Act of 1988. It is adopted by air quality districts and subject to approval by the State Air Resources Board.
Average Daily Traffic (ADT)	The average number of vehicles passing a specified point during a 24 hour period.
Bay Area Air Quality Management District - (BAAQMD)	The regional agency which adopts and enforces regulations to achieve and maintain state and federal air quality standards in the nine county Bay Area.
California State Department of Transportation (Caltrans)	Responsible, as the Department owner/operator of the state highway system for its safe proposed operation and maintenance. Proposes projects for Intercity Rail, Interregional Roads, and sound walls in the PSTIP. Also responsible for the HSOPP, Toll Bridge, and Aeronautics programs. The TSM and State/Local Partnership Programs are administered by Caltrans. Caltrans is the implementing agency for most state highway projects, regardless of program, and for the Intercity Rail Program.

Capital Improvement Program (CIP)	As used in this document: A seven year program of projects to maintain or improve the traffic level of service and transit performance standards developed by the CMP.
Capital Priorites	A process used by MTC to evaluate and prioritize transit projects in the region. All sources of transit funding, including UMTA grants, state programs, and other sources are considered. This process involves all of the transit operators in the region, including bus, rail, and ferries.
Congestion Management Agency (CMA)	The agency responsible for developing the Congestion Management Program and coordinating and monitoring its implementation.
Congestion Management Program (CMP)	A Legislatively required county-wide program which addresses congestion problems.
Flexible Congestion Relief (FCR)	One of the state funding programs for local or regional transportation projects that will reduce congestion. State highway projects, local roads, and rail guideway projects are all eligible for FCR funds.
Highway System Operation Protection Plan - (HSOPP)	A program created by state and legislation that includes projects related to state highway safety and rehabilitation, seismic safety, and traffic operational improvements. HSOPP is a four year program of projects adopted separately from the STIP.

Level of Service - (LOS)	A qualitative measure describing operational conditions within a traffic stream; generally described in terms of such factors as speed and travel time. Expressed in range of A through F, with F being the worst.
Model	A mathematical description of a real-life situation that uses data on past and present conditions to make a projection about the future.
Model - Land Use	A model used to predict the future spatial allocation of urban activities (land use), given total regional growth, the future transportation system, and other factors.
Model - Traffic	A mathematical equation or graphic technique used to simulate and predicts traffic movements, particularly those in urban areas or on a freeway.
Peak - (Peak Period, Rush Hours)	1. The period during which the maximum amount of travel occurs. It may be specified as the morning (a.m.) or afternoon or evening (p.m.) peak. 2. The period when demand for transportation service is the heaviest.

Principal Arterial	A functional classification system which defines a street or roadway in terms of the nature and composition of travel. Principal arterials derive their importance from service to rural oriented traffic, but equally or even more importantly, from service for major movements within the urbanized area. The principal arterial system carries the major portion of trips entering and leaving the urban area, as well as the majority of through movements desiring to bypass the central city. The US Department of Transportation provides the guidance that 40-65% of the VMT should be accounted for on the principal arterial system.
Proposed State Transportation Improvement Program - (PSTIP)	This seven year program is based on the adopted STIP and the most recent Project Delivery Report. It is developed by Caltrans for CTC approval and includes projects developed through the IRRS, Intercity Rail, Sound Wall, Toll Bridge, and Aeronautics programs.
Proposition 116	Passed by the voters in June of 1990, this initiative sponsored by the Planning and Conservation League provides $1.9B in rail bonds, primarily to projects specified in the legislation.

Regional Transportation Improvement Program - (RTIP)	A list of proposed transportation projects submitted to the CTC by the regional transportation planning agency, as a request for state funding through the PCR and Urban and Commuter Rail Programs. The individual projects are first proposed by local jurisdictions (CMAs in urbanized counties), then evaluated and prioritized by the MTC for submission to the CTC. The RTIP has a seven year planning horizon, and is updated every two years.
Regional Transportation Plan - (RTP)	A comprehensive 20 year plan for the region, updated every two years by the regional transportation planning agency. The RTP includes goals, objectives, and policies, and recommends specific transportation improvements.
Regional Transportation Planning Agency - (RTPA)	The agency responsible for the preparation of RTPs and RTIPs and designated by the State Business Transportation and Housing Agency to allocate transit funds. RTPAs can be local transportation commissions, council of governments, metropolitan planning organizations, or statutorily created agencies. MTC is the RTPA for the nine county Bay Area.
Short Range Transit Plan (SRTP)	A five year comprehensive plan required by UMTA for all transit operators receiving federal funds. The plans establish the operator's goals, policies, objectives; analyzes current and past performance, and describes short term operational and capital improvement plans.

State Implemention Plan - (SIP)	State plan required by the Federal Clean Air Act of 1990 to attain and maintain national ambient air quality standards. It is adopted by local air quality districts and the State Air Resources Board.
Transportation Control Measure - (TCM)	A measure intended to reduce pollutant emissions from motor vehicles. Examples of TCMs include programs to encourage ridesharing or public transit usage, city or county trip reduction ordinances, and the use of cleaner burning fuels in motor vehicles.
Transportation Demand Management - (TDM)	Demand based techniques for reducing traffic congestion, such as ridesharing programs and flexible work schedules enabling employees to commute to and from work outside of peak hours.
Transportation System Management - (TSM)	That part of the urban transportation planning process undertaken to improve the efficiency of the existing transportation system. The intent is to make better use of the existing transportation improvements that generally cost less and can be implemented more quickly than major capital improvements.
U/C Rail - Urban and Commuter Rail	A state funding program financed by the sales of bonds authorized by Proposition 108. Two additional bond measures to fund this program will be placed in front of the voters in 1992 and 1994. All projects must be matched 50% by local funds. Projects are proposed through the CMP process to regional agencies, which then may include them in their RTIPs.

Urbanized Area	As defined by the Bureau of the Census, a population concentration of at least 50,000 inhabitants, generally consisting of a central city and the surrounding, closely settled, contiguous territory (suburbs). The boundary is based primarily on a population density of 1000 people/mile but also includes some less densely settled areas, as well as such areas as industrial parks and railroad yards, if they are within areas of dense urban development. The boundaries of urbanized areas, the specific criteria used to determine urbanized areas, or both may change in subsequent censuses.
Vehicle Miles of Travel - (VMT)	1. On highways, a measurement of the total miles traveled in all vehicles in the area for a specified time period. It is calculated by the number of vehicles multipled by the miles traveled in a given area or on a given highway during the time period. 2. In transit, the number of vehicle miles operated on a given route or line or network during a specified time period.
Vehicle Occupancy	The number of people aboard a vehicle at a given time; also known as auto or automobile occupancy when the reference is to automobile travel only.
Vehicle Trip	A one-way movement of a vehicle between two points.

Transportation Level of Service Definitions,

Level of Service	Description	Volume/Capacity V/C Ratio
A	Level of Service A describes a condition where the approach to an intersection appears quite open and turning movements are made easily. Little or no delay is experienced. No vehicles wait longer than one red traffic signal indication. The traffic operation can generally be described as excellent.	0 - 0.60
B	Level of Service B describes a condition where the approach to an intersection is occasionally fully utilized and some delays may be encountered. Many drivers begin to feel somewhat restricted within groups of vehicles. The traffic operation can be generally described as very good.	0.61 - 0.70
C	Level of Service C describes a condition where the approach to an intersection if often fully utilized and back-ups may occur behind turning vehicles. Most drivers feel somewhat restricted, but not objectionably so. The driver occasionally may have to wait more than one red traffic signal indication. The traffic operation can generally be described as good.	0.71 - 0.80
D	Level of Service D describes a condition of increasing restriction causing substantial delays and queues of vehicles on approaches to the intersection during short times within the peak period. However, there are enough signal cycles with lower demand such that queues are periodically cleared, thus preventing excessive back-ups. The traffic operations can generally be described as fair.	0.81 - 0.90
E	Capacity occurs at Level of Service E. It represents the most number of vehicles that any particular intersection can accommodate. At capacity there may be long queues of vehicles waiting up-stream of the intersection and vehicles may be delayed up to several signal cycles.	0.91 - 1.00
F	Level of Service F represents a jammed condition. Back-ups from locations downstream or on the cross street may restrict or prevent movement of vehicles out of the approach under consideration. Hence, volumes of vehicles passing through the intersection vary from signal cycle to signal cycle. Because of the jammed condition, this volume would be less than capacity.	1.01+

Source: Highway Research Board, Highway Capacity Manual, 1965 and Environmental Science Associates, Inc.

1995 San Francisco Congestion Management Program

RECORD OF COMMENTS

November 9, 1995

For Presentation to the
Plans and Programs Committee
of the
San Francisco County Transportation Authority
on November 17, 1995

A total of 91 comments were received, addressed and resolved, as detailed below. There are no outstanding issues.

Comment	Authority Response
Received from the Planning Department - Letter of 10/6/95 (Based on Authority/DCP meeting on 10/3/95)	
1. Chapter 7: Land Use Impacts Analysis Guidelines	
a. Requested postponement of this chapter for further discussion in mid-November	a. Agreed to postponement. New Chapter 7 scheduled for adoption by April 1996.
b. No opportunity to review Chapter 5: Performance Element.	b. Chapter 5 was included in the Draft circulated October 10. Review period extends to October 31.
c. Requested that Transportation Analysis Guidelines (Chapter 10) not be distributed prior to DCP's review.	c. Agreed to postponement. New Chapter 10 scheduled for adoption by April 1996.
d. Cited following 3 points for further discussion: • improvements in countywide database • methodology to isolate effects of exempt activity • LOS methodology for project and cumulative impacts	d. Agreed, with following clarification: • improvements to database will focus on need to procure adequate land use data, not currently available from the Planning Department.

2. Chapter 8: Capital Improvement Program	
a. Suggested language for Section 5.5. relationship to the San Francisco Master Plan	a. Agreed and incorporated with edits. This section acknowledges DCP's responsibility for review of capital improvements consistency with the Master Plan, but requires a collaborative effort to further define DCP's consistency review process. Also added references in Section 6.
b. Suggested changes to Exhibit 8-A, to include the following roles for DCP:	b.
1. Master Plan consistency findings for all submitted projects	1. Agreed and incorporated as bullet 5 in Exhibit 8-A.
2. Prioritization recommendations prior to adoption of the CMP and its CIP	2. Agreed and incorporated as A.6 in Exhibit 8-A.
c. Changes to Section 6, to make two specific references to coordination with the Planning Department. 1. in paragraph 3 2. in paragraph 5	c. 1. Agreed. Incorporated as requested. 2. Agreed in principle and already incorporated. Consistency with Master Plan policies was already considered as part of the prioritization process described earlier in Section 6.
d. More details requested about the CIP development process and schedule in Section 6.1	d. Agreed. Further detail about schedule, process and timelines for DCP consistency review input were incorporated into section 6.1.1.
e. Text of Section 6.1.2.: Programming of Other Funds.	e. Provided with October 19 version. No further comments received.
f. Requested language in Section 7.4.2.A., to include DCP in the programming review process, with regard to Master Plan criteria	f. Agreed and incorporated in 7.4.2.A, item c). Subject to DCP's ability to meet strict turnaround timelines specified in 7.4.1 and 7.4.2., to ensure timely response to other City Departments.

g. Requested changes to Figure 8-1: Authority Programming Process, to include: 1. Master Plan consistency findings from DCP 2. Prioritization recommendations	g. Agreed and incorporated into Figure 8-1 as requested.
3. <u>Chapter 9: Deficiency Plans</u>	
a. Suggested "designated city department" instead of "lead agency."	a. Agreed. Substituted "lead department" instead.
b. Suggested changing "mitigation plan" to "Deficiency Correction Plan"	b. Agreed and substituted "Remediation Plan"
c. Requested clarification of applicability of deficiency plan requirements to current deficiencies only.	c. Agreed. Language incorporated in section 2.1 and section 5.3.
d. Requested modification of timelines in Exhibits 1, 2 and 3.	d. Agreed and modified exhibits and text to clarify the timelines. The intent is to trigger initiation of the deficiency planning process only after the deficiency has been verified through repeated measurements.
e. Requested explicit provisions for including city departments other than the lead department in the development of a deficiency plan.	e. Already addressed. Section 4.4.2 and Exhibit 2 already mention consultation with city departments as appropriate
f. Requested description of Authority's funding mechanism for Deficiency Plans.	f. Adressed in section 1, last two paragraphs.
g. Suggested new paragraph under legislative requirements, about relationship to CEQA process.	g. Agreed and incorporated to section 9.1.
h. Sugested paragraph about avoidance of additional review requirements.	h. Agreed and incorporated as last paragraph of section 9.2.1

i. Suggested modification to paragraph before last in section 9.2.1: "the existence of deficiency plans and the procedure for their preparation can help identify infrastructure and Capital Improvemenr Program projects and priorities that are important City-wide solutions to then-existing problems. Deficiency Plans and the infrastructure projects and CIP priorities resulting from them can help establish the background against which future environmental review of newly proposed development can occur."	i. Not incorporated. The suggested language misconstrues the intent of deficiency plan requirements under CMP law. Deficiency plans are reactive in nature. They are not to replace good planning as the way to prevent the worsening of travel conditions on the CMP network. Identification of CIP projects and CIP priority-setting should not be driven by deficiency plans. The intent is to minimize the need for deficiency plans.
j. Suggested modification to first paragraph of section 9.2.2.	j. Agreed and incorporated to that paragraph.
k. Proposed language and changes to the four bullets in section 9.2.2:	k.
1. "A TIA forecasts the severity of a project's expected impacts on facilities while a deficiency plan proposes actions to offset problems already detected [deficiency plans do not themselves cause mitigation measures to be implemented, they only propose solutions and describe funding sources]"	1. Not incorporated. This paragraph again misconstrues the Deficiency Plan requirements in CMP law. Deficiency plans indeed require implementation of mitigation measures. Chapter 9 is clear about the importance of developing an implementation plan, including timelines and funding sources.
2. Changes to the language of the remaining three bullets	2. Agreed. Already incorporated.
l. Requested inclusion of the Planning Department in the review of feasibility of the Mitigation Plan.	l. Not incorporated. This again misconstrues CMP law. The CMA, not the local jurisdiction, is clearly charged with assessing deficiency plan adequacy. Under CMP law, the local jurisdiction (i.e., city departments) cannot at the same time prepare a deficiency plan and rule on its adequacy or feasibility.
m. Requested references to Exhibit 2 in text on pages 15 and 19.	m. Agreed and incorporated under 4.2.1, item 3), and under 4.4.3.
n. Requested clarification of Exhibit 2 "developer exactions" in the text of section	n. Agreed and incorporated into the charts and text (second paragraph of Exhibit 2 description)

o. Suggested language for section 4.2.1., item 3).	o. Agreed and incorporated.
p. Suggested language for section 4.3.1, item 1) (two instances)	p. Agreed to both and incorporated.
q. Suggested clarification of section 4.4.1, regarding EIR mitigation measures.	q. Agreed and added the word "required" in 4.4.1, item 1) before the workd "mitigation measures."
r. Suggested edit to section 4.4.3., paragraph 1.	r. Agreed and incorporated.
s. Suggested edit to section 4.4.5, item 2.3.	s. Agreed and incorporated.
t. Suggested deletion of the second paragraph of section 5.3 because the new land use guidelines are not being adopted.	t. Agreed in principle. The text was modified to note the timetable for approval of the land use guidelines and retained, because it provides an important description of how the process is intended to work.
u. Suggested deletion of 4th and 5th sentences of first paragraph of section 5.3.2, to be consistent with other edits to section 2.2.	u. Agreed in principle, but deleting the sentences is not the most appropriate edit. Provided edited paragraph.
v. Requested correction of inaccurate statement in section 5.3.2. about SF Redevelopment Agency's involvement in Mission Bay development.	v. Agreed and corrected.
w. Requested minor revisions to the description of DCP roles in section 5.3.2.	w. Agreed and incorporated.
Received from Golden Gate Transit - Letter of 10/6/95	
1. <u>Chapter 8: Capital Improvement Program</u> a. Requested reference to operators' Short Range Transit Plans (SRTPs) as input to the CIP process.	a. Agreed and incorporated as new section 8.5.7.

Received from BART - Letter of 10/6/95	
1. Chapter 8: Capital Improvement Program a. Requested clarification re. programming of regional projects, including timing issues for applications for federal funding, and use of multimodal performance standards.	a. Agreed. Expanded section 6 to clarify the applicability of the programming process to regional projects. Also edited section 1 to refer to performance measures rather than standards.
Received from SamTrans - Letter of 10/9/95	
1. Chapter 9: Deficiency Plans a. Requested inclusion of the Caltrain Downtown Extension and CalTrain Short and Long Range Operations and Capital Improvement Projects as part of Section 5.0: Special Issues	a. Agreed and incorporated in Chapter 8 section 8.1, and in Chapter 9, section 5.3.2.
Received from AC Transit - FAX of 10/5/95	
1. Chapter 9: Deficiency Plans a. Requested edit to the project listing in section 5.3.2, under the Planning Department, to read Transbay Terminal *Rehabilitation* or Replacement.	a. Agreed and incorporated.

COMMENTS RECEIVED ON THE OCTOBER 19 DRAFT	
Received from the Department of Parking and Traffic **Memo of 10/23/95** 1. Chapter 4: LOS Monitoring	
a. Describes the document as very thorough and useful planning tool.	a. Comment noted.
b. Supports consideration of intersection level analysis for certain situations.	b. Already addressed in chapter 4.
c. Requests clarification about effects of earthquake and construction on Brannan street segment.	c. The LOS monitoring report (adopted by the Authority Board in September 95) did not find construction activities to be affecting this segment. Earthquake effects, as described, are not part of criteria for exclusion of data either.
d. Recommends re-running LOS monitoring on Stanyan St. after signal timing work, which may eliminate the deficiency conditions.	d. This is already part of the LOS monitoring process (Chapter 4, section 7). Additional monitoring will be completed by April 1996. AlsoChapter 9 (Exhibit 2, remediation plan) provides a mechanism to count expected improvements, to limit the need for preparation of deficiency plans.
e. Questions the need for measurement of Stanyan since it was at LOS F in 1991.	e. Not agreed. The 1991 data (as shown in the LOS Tables as prepared by DPT) shows Stanyan LOS at either C or D.
f. Suggests edits to section 5.3.2. to better describe DPTs responsibilities.	f. Agreed and incorporated. Note that the section is not meant as an exhaustive description of any department's responsibilities, but rather to highlight those departmental activities that may result in future deficiencies.
g. Suggests doing travel time runs on transit on Market Street, instead of measuring roadway LOS.	g. Suggestion incorporated (for further consideration) as last paragraph of section 5 in Chapter 5.

Received from the Public Transportation Department (MUNI) - Memo of 10/27/95 (received 10/30/95) 1. Chapter 5: Performance Element	
a. Requests simplified frequency and coverage standards (as in 1993 CMP) instead of more detailed standards contained in latest SRTP.	a. Agreed and incorporated.
b. Unclear as to need for measures in Tier 2 and suggests using modest industry standards to measure MUNI performance.	b. Comment noted. As stated in section 5.5.3, MUNI and other city departments will be involved in the development and selection of final Tier 2 measures.
c. Suggests that the Travel Options measure would encourage duplication.	c. Same as 2. The intent is to measure the overall availability of transit service within acceptable distance of the user's origin and destination point. Availability of alternative transit routes is an important factor supporting the perception of reliability of transit service and influencing mode split.
d. Requests that measures in Table 5-B be considered against industry standards and not against MUNI's year to year fluctuations.	d. Comment incorporated into section 5.5.4.
Received from the Port of San Francisco on 10/30/95 1. Chapter 5: Performance Element	
a. Suggests the incorporation of water taxi performance measures	a. Addressed in section 5.5.3
b. Suggests inclusion of several ferry services in Table 5-A, including week-end and non-peak services	b. Addressed in section 5.5.3. Will require further consideration to determine the appropriateness of including performance considerations for non-commute services.
2. Chapter 8: Capital Improvement Program	
a. Re. Section 5.2., suggests amendment to Prop. B Authority rules and proposes a related work program item.	a. The CMP is not the vehicle for amending the Prop. B rules. This will require an amendment to the Prop. B Expenditure Plan.

b. About 6.1.2.A. FTA Funds: suggests transfer administration of ferry fleets to public agencies, to as to have access to federal money (FTA section 3 and 9)	b. Comment noted, it will be discussed with MTC.
c. About section 7.1. Similar question to the one under c), above.	c. See a. above.
d. Suggested text for section 8.3., dealing with Port porjects.	d. Agreed and incorporated.
e. Edits to Ferry Terminal Upgrade and Gauntlet Track projects, in Table 8-A.	e. Incorporated in 8.3.
f. Suggests langauge discussing the SF Waterfront Plan.	f. Incorporated in 8.3.
g. Suggested special treatment of the Embarcadero and acknowledgement of the Port's role in providing access to public trust lands under its jurisdiction.	g. The Port's point of view is acknowledged, but we believe that these issues would be best addressed as part of the Master Plan. The CMP CIP does not thoroughly describe the functions of each of the City departments.
3. <u>Chapter 9: Deficiency Plans</u>	
a. Suggested paragraph describing Port activities	a. Agreed and incorporated in section 5.3.2
b. Requests clarification on section 5.3.2 and whether it constitutes the CMA's official notice of deficiency for the projects mentioned.	b. Section 5.3.2 is a general discussion of the activities of City departments (particularly regarding transportation infrastructure projects) and they might result in future deficiencies. The discussion is anecdotal, and the specific projects cited are used only as examples. A notice of deficiency is only issued regarding measured (not future or anticipated) impacts.

c. Requests clarification about the relationship between the CEQA and Deficiency Plan processes.	c. The relationship is addressed in sectgions 2.1 and 2.2. The CEQA process applies to proposed projects, be they development proposals, or new transportation projects. The Deficiency Plan process applies to transportation system performance conditions observed on the ground. As currently proposed it does not apply to the development or transportation approval process because deficiency plans are only triggered after a deficiency has been identified through measurement.
Received from the Planning Department - 10/31/95 1. Chapter 1: Background	
a. Finds the chapter very well-written. Requests revision in description of relationship to Master Plan in section 2.c.3.	a. Agreed and addressed.
2. Chapter 2: Congestion Management Agency	
a. Requests clarification on role of the CMA in section 3.c.	b. Agreed and addressed.
3. Chapter 3: CMP Roadway Network	
a. Requests clarification on final sentence of section 1 and section 3.d.	a. Comment noted. Details on the analyses will be developed over the course of FY 1995-6 and 1996-7, with input from City departments.
b. Requests consultation prior to future action to include Guerrero Street in the CMP Network.	b. Comment noted.
4. Chapter 4: Roadway LOS Monitoring	
a. Requests consultation in investigations of geographic reach and effectiveness of congestion management measures mentioned in section 2.	a. Comment noted.
5. Chapter 5: Performance Element	

SAN FRANCISCO COUNTY TRANSPORTATION AUTHORITY
100 Van Ness Avenue, 25th Floor - San Francisco, CA 94102 (415) 557-6850 - FAX: (415) 557-6858

NEGATIVE DECLARATION

Date of Publication: November 9, 1995

Lead Agency: San Francisco County Transportation Authority
100 Van Ness Avenue, 25th Floor San Francisco, CA 94102

Contact Person: José Luis Moscovich, Director of Congestion Management
Telephone: (415) 557-6857

Project Title: 1995 San Francisco Congestion Management Program

Project Sponsor: San Francisco County Transportation Authority (Authority)

THIS PROJECT COULD NOT HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT.

This finding is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15064 (Determining Significant Effect), 15065 (Mandatory Findings of Significance), and 15070 (Decision to Prepare a Negative Declaration), and the following reasons as documented in the Initial Evaluation (Initial Study) for the project, which is attached.

Based on the findings of the Initial Study, the subject project will not have a significant effect on the environment for the following reasons:

- The project does not have the potential to substantially degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory (California Code Section 15065 (a)).

- The project does not have the potential to achieve short-term environmental goals to the disadvantage of long-term goals (California Code Section 15065 (b)).

- The project does not have possible environmental effects which are individually limited but cumulatively considerable (California Code Section 15065 (c)).

- The environmental effects of the project will not cause substantial adverse effects on human beings, either directly or indirectly (California Code Section 15065 (d)).

- The project involves adoption of a policy document and will not result directly in any environmental change. While the Congestion Management Program (CMP) identifies projects which will further the goals of the CMP, inclusion in the CMP is insufficient to cause any project to be implemented. Environmental analyses of individual projects will occur outside of the CMP process.

Copies of the 1995 San Francisco CMP, the Negative Declaration, and Initial Study are available for review at the Authority's offices at 100 Van Ness Avenue, 25th Floor, and at the Reference Desk of the main San Francisco Library at 200 Larkin Street. Approval of the Negative Declaration and adoption of the final 1995 San Francisco CMP will be recommended at a public hearing scheduled for the Authority's Plans and Programs Committee on Friday, November 17 at 10:00 a.m., in Room 410 of the Veterans Memorial Building, 401 Van Ness Avenue, San Francisco. Final action on these two documents will take place at the Authority' Board meeting of November 20, 1995, at 11:00 a.m, in Room 404, of the Veterans Memorial Building.

NegDec.1195

SAN FRANCISCO COUNTY TRANSPORTATION AUTHORITY
100 Van Ness Avenue, 25th Floor - San Francisco, CA 94102 (415) 557-6850 - FAX: (415) 557-6858

DATE: October 11, 1995

TO: Interested Parties

RE: **Preliminary Negative Declaration and Initial Study for the 1995 San Francisco Congestion Management Program**

FROM: José Luis Moscovich, Director of Congestion Management

The San Francisco County Transportation Authority has prepared an Initial Study and Negative Declaration for the 1995 update of the San Francisco Congestion Management Program for the City and County of San Francisco. A copy of these documents are attached for your review and comment.

The documents are being circulated for a 30-day review period. Written comments should be addressed to:

José Luis Moscovich
Director of Congestion Management
San Francisco County Transportation Authority
100 Van Ness Avenue, 25th Floor
San Francisco, CA 94102

and must be received by 5:00 p.m., November 10, 1995.

Approval of the Negative Declaration and adoption of the final 1995 San Francisco Congestion Management Program will take place at a public hearing scheduled for the Authority's regular meeting of November 20, 1995 at 401 Van Ness Avenue, San Francisco.

Attachments

OCT 12 1995

CONFORMED COPY of document recorded on
at _____ as No. F868382
This document has not been compared with
the original
SAN FRANCISCO COUNTY RECORDER.

SAN FRANCISCO COUNTY TRANSPORTATION AUTHORITY
100 Van Ness Avenue, 25th Floor - San Francisco, CA 94102 (415) 557-6850 - FAX: (415) 557-6858

PRELIMINARY NEGATIVE DECLARATION

Date of Publication: October 11, 1995

Lead Agency: San Francisco County Transportation Authority
100 Van Ness Avenue, 25th Floor San Francisco, CA 94102

Contact Person: José Luis Moscovich, Director of Congestion Management
Telephone: (415) 557-6857

Project Title: 1995 San Francisco Congestion Management Program

Project Sponsor: San Francisco County Transportation Authority (Authority)

THIS PROJECT COULD NOT HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT.

This finding is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15064 (Determining Significant Effect), 15065 (Mandatory Findings of Significance), and 15070 (Decision to Prepare a Negative Declaration), and the following reasons as documented in the Initial Evaluation (Initial Study) for the project, which is attached.

Based on the findings of the Initial Study, the subject project will not have a significant effect on the environment for the following reasons:

- The project does not have the potential to substantially degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory (California Code Section 15065 (a)).

- The project does not have the potential to achieve short-term environmental goals to the disadvantage of long-term goals (California Code Section 15065 (b)).

- The project does not have possible environmental effects which are individually limited but cumulatively considerable (California Code Section 15065 (c)).

- The environmental effects of the project will not cause substantial adverse effects on human beings, either directly or indirectly (California Code Section 15065 (d)).

- The project involves adoption of a policy document and will not result directly in any environmental change. While the Congestion Management Program (CMP) identifies projects which will further the goals of the CMP, inclusion in the CMP is insufficient to cause any project to be implemented. Environmental analyses of individual projects will occur outside of the CMP process.

Copies of the Draft 1995 San Francisco CMP, the Negative Declaration, and Initial Study are available for review at the Authority's offices at 100 Van Ness Avenue, 25th Floor, and at the Reference Desk of the main San Francisco Library at 200 Larkin Street* Approval of the Negative Declaration and adoption of the final 1995 San Francisco CMP will take place at a public hearing scheduled for the Authority's regular meeting of November 20, 1995 at 401 Van Ness Avenue.

* The copy at the main library is located at the Reference Desk in the Government Documents section.

PrelimNegDec.1095

SAN FRANCISCO COUNTY TRANSPORTATION AUTHORITY
100 Van Ness Avenue, 25th Floor - San Francisco, CA 94102 (415) 557-6850 - FAX: (415) 557-6858

Initial Study

Project Title: 1995 Congestion Management Program for the City and County of San Francisco

Lead Agency: San Francisco County Transportation Authority
100 Van Ness Avenue, 25th Floor San Francisco, CA 94102

Contact Person: José Luis Moscovich, Director of Congestion Management
Telephone: (415) 557-6857

Project Location: All of the City and County of San Francisco

Project Sponsor: San Francisco County Transportation Authority (Authority)

Project Description: The action which prompts this evaluation is the proposed adoption of a State-mandated program for the integration of transportation, land use, and air quality planning and programs. Section 65089 of the California code requires adoption of a Congestion Management Program (CMP) by urban counties to maintain eligibility for certain State and Federal transportation funding. The Authority, as the designated Congestion Management Agency for San Francisco, has the responsibility for preparing, updating, and adopting the CMP. The legislation requires the biennial report to contain at least the following elements:

1) a designated network of CMP roadway facilities;

2) standards for roadway level of service (LOS), and a traffic monitoring program to determine whether these standards are being met;

3) a multimodal performance element, including measures to evaluate current and future transportation system performance;

4) a trip reduction and travel demand element;

5) a program to analyze the impacts of local land use decisions on the CMP network; and

6) a seven-year multimodal capital improvement program.

A Draft 1995 San Francisco CMP document is currently being circulated for comment. The proposed project is the adoption of the final 1995 San Francisco CMP.

Discussion

The first CMP for San Francisco was prepared and adopted by the Authority in October 1991 and updated in 1993. As was the case for the 1991 and 1993 CMPs, the Authority's approach for the preparation of the 1995 San Francisco CMP update was to compile existing City regulations and practices which are now in force and are sufficient to demonstrate conformance with the letter and intent of the CMP requirements contained in State law, and to supplement those with other required CMP components. The Draft 1995 San Francisco CMP introduces some procedural changes over the 1993 CMP report, including specific guidance on development of Deficiency Plans and on the review of programming decisions, but it does not affect major policy areas. In particular, the level of service standard for CMP roadways, set at "E" in 1991, remains unchanged.

The Draft 1995 San Francisco CMP re-adopts the 1993 project list without any additions because of the absence of new state funding. The proposed project list includes mostly transit, bicycle and pedestrian projects. All roadway projects included in the list involve reconstruction or rehabilitation of existing facilities, and are therefore not expected to increase the vehicular capacity of the City's roadway network or generate significant impacts. Furthermore, no changes are proposed for the City's land use patterns and therefore no effects are anticipated as a result of adopting the program. Given below is a discussion of activities in each of the above six areas, necessary to document conformance with the requirements of the CMP legislation.

1) Designate a network of roadway facilities: The network established contains streets and highways which are already included in the Transportation Element of the City's Master Plan as major thoroughfares. No changes are introduced over the 1993 CMP network.

2) Establish Standards for Roadway Level of Service (LOS) and a traffic monitoring Program: The CMP contains two important elements needed for conformance with State requirements for this program. The first element is to establish the current LOS for roadway segments in the network. The 1991 CMP identified those segments which were operating at levels A through C, and showed the segments operating at more congested LOS D through F. The second required element is the establishment of a standard below which the performance of the roadway network will not be allowed to fall. Although the initial (1991 CMP) monitoring data showed that portions of the network were operating above this level, the standard set in the 1991 CMP is LOS "E". Segments operating at LOS F at the time of adoption of the 1991 CMP are exempted from CMP.

A monitoring program which focuses most resources on the portions of the network that are at LOS D and below, was put in place to determine whether congestion levels are improving or deteriorating. Deterioration of LOS in the CMP roadway network (measured according to procedures described in the CMP) triggers the requirement for deficiency plans, to address the problem. The 1995 monitoring was conducted for all segments that were at a LOS D or E during the 1993 CMP monitoring cycle, as required. No effects on the environment result from the LOS monitoring program.

3) Establish Multimodal Performance Measures To Evaluate Current and Future System Performance: As required by Section 65089(b)(2), the performance element replaces the transit service standards in the 1991 and 1993 CMPs. Consistent with state law, the 1995 San Francisco CMP distinguishes between two tiers of performance measures. Tier 1 include roadway LOS plus three transit service performance measures: routing, frequency, and interoperator service coordination. These are the most traditional measures and the most extensively documented, and they will be used in connection with CMP conformance determinations. Tier 2 includes new multimodal performance measures which will undergo further refinement and testing over the next year before they are applied to the CMP conformance process. No impacts on the environment are expected from the introduction of these performance measures.

4) Develop a Trip Reduction and Travel Demand Program: The CMP contains information on currently adopted City policies and regulations which meet the requirements of this CMP element. The discussion includes the parking and transportation management regulations in the Planning Code, the Transit Impact Development Fee ordinance, and the relationship of these and other policies in promoting the region's adopted air quality transportation control measures.

The program also addresses the activities undertaken by the City since the adoption of the previous CMPs to comply with the Bay Area Air Quality Management District's (BAAQMD) Regulation 13, Rule 1. As a result of the above policies and related trip reduction activities, the City was able to reach, in 1992, trip reduction goals set by the BAAQMD in Rule 1, for the year 1999. In 1995 the City was required to demonstrate continued compliance with Rule 1. The results of the 1995 CTBS show that once again the northeast quadrant of the City including Fisherman's Wharf, the North Beach, Chinatown, the financial district, and south of Market area (the BAAQMD's Zone 1) meets the trip reduction goals for the year 1999. The remainder of the City (the BAAQMD's Zone 2) meets the trip reduction goals for the year 1997.

5) Establish a program to analyze the transportation impacts of local land use decisions: The land use analysis element of the CMP outlines the City's role as a regional employment center and its recent policies to increase residential development within the City. The existing institutional framework for land use

decision-making and the provision of transportation services is described. The potential effects of land use changes upon the transportation system are currently assessed through an exacting environmental review process. No change to existing institutional roles and the fundamentals of the development review process have occurred due to the inception of the CMP process, and none are proposed as part of this document.

6) Adopt a seven-year multimodal Capital Improvement Program: State law established that, in order to be eligible for certain State and Federal funds, transportation projects must be included in the Capital Improvement Program of the CMP. The adopted capital improvement program reflects the City's "Transit First" policy, with the largest percentage of the program devoted to transit projects. The transit portion of the program is heavily oriented to rehabilitation and replacement, since maintaining the ability to meet the current transit demand is the City's first priority. Projects which provide expanded transit service are also included and provide for ways of managing future congestion in redeveloping areas. The program also includes roadway, ferry, pedestrian, bicycle, and freight elements. Inclusion in the CIP is not sufficient to cause a project to be inplemented. CIP lists are submitted to the Metropolitan Transportation Commission for final programming decisions. As these projects are ready for implementation, appropriate environmental assessments will be conducted by the sponsoring agencies.

Review and Comment Process

The draft will be considered at a public meeting of the Authority's Plans and Programs Committee scheduled for October 16, 1995 at 401 Van Ness Avenue, Room 410. Approval of the final Negative Declaration and adoption of the final 1995 San Francisco CMP will take place at a public hearing scheduled for the Authority's regular meeting of November 20, 1995 at 401 Van Ness Avenue. Copies of the Draft 1995 San Francisco CMP and Preliminary Negative Declaration are available for review at the Authority offices at 100 Van Ness Avenue, 25th Floor, and at the Reference Desk of the Main San Francisco Library at 200 Larkin Street. Comments should be forwarded to the Authority at 100 Van Ness Avenue, 25th Floor San Francisco, CA 94102, Attention: José Luis Moscovich by 5:00 p.m. on November 10, 1995.

Appendix I

ENVIRONMENTAL CHECKLIST FORM

1. **Project title:** 1995 San Francisco Congestion Management Program

2. **Lead agency name and address:**
San Francisco County Transportation Authority, 100 Van Ness Avenue, 25th Floor, San Francisco, CA 94102

3. **Contact person and phone number:**
Jose Luis Moscovich, Director of Congestion Management @ (415) 557-6857

4. **Project location:**
Entire City and County of San Francisco

5. **Project sponsor's name and address:**
San Francisco County Transportation Authority, 100 Van Ness Avenue, 25th Floor, San Francisco, CA 94102

6. **General plan designation:**
n/a - project is programmatic in nature

7. **Zoning:**
n/a

8. **Description of project:** (Describe the whole action involved, including but not limited to later phases of the project, and any secondary, support, or off-site features necessary for its implementation. Attach additional sheets if necessary.)
The project is the proposed adoption of the 1995 San Francisco Congestion Management Program. Section 65089 of the California Code requires urban counties to adopt a congestion management program in order to maitain eligibility for certain State and Federal transportation funding. The intent of the program is to integrate transportation, land use, and air quality planning and programs. The 1995 CMP also includes a list of recommended projects in the Capital Improvement Program, but inclusion in the Capital Improvement Program is not sufficient to cause projects to be implemented

9. **Surrounding land uses and setting:** (Briefly describe the project's surroundings)
The 1995 CMP applies to the entire City and County of San Francisco. Since the CMP is programmatic in nature, description of surrounding land uses and setting is not directly relevant.

10. **Other public agencies whose approval is required** (e.g., permits, financing approval, or participation agreement.)
The Metropolitan Transportation Commission (MTC) must find the 1995 San Francisco CMP document in conformance with regional guidelines. MTC also has the final decision on the programming of State and Federal funds for projects listed in the Capital Improvement Program.

ENVIRONMENTAL FACTORS POTENTIALLY AFFECTED:

The environmental factors checked below would be potentially affected by this project, involving at least one impact that is a "Potentially Significant Impact" as indicated by the checklist on the following pages.

☐ Land Use and Planning	☐ Transportation/Circulation	☐ Public Services
☐ Population and Housing	☐ Biological Resources	☐ Utilities and Service Systems
☐ Geological Problems	☐ Energy and Mineral Resources	☐ Aesthetics
☐ Water	☐ Hazards	☐ Cultural Resources
☐ Air Quality	☐ Noise	☐ Recreation
	☐ Mandatory Findings of Significance	

DETERMINATION: (To be completed by the Lead Agency)

On the basis of this initial evaluation:

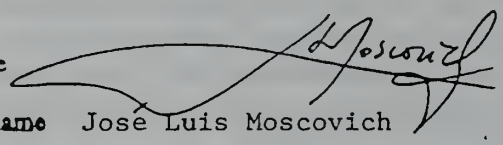
☒ I find that the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.

☐ I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on an attached sheet have been added to the project. A NEGATIVE DECLARATION will be prepared.

☐ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

☐ I find that the proposed project MAY have a significant effect(s) on the environment, but at least one effect 1) has been adequately analyzed in an earlier document pursuant to applicable legal standards, and 2) has been addressed by mitigation measures based on the earlier analysis as described on attached sheets. If the effect is a "potentially significant impact" or "potentially significant unless mitigated." An ENVIRONMENTAL IMPACT REPORT is required, but it must analyze only the effects that remain to be addressed.

☐ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because all potentially significant effects (a) have been analyzed adequately in an earlier EIR pursuant to applicable standards, and (b) have been avoided or mitigated pursuant to that earlier EIR, including revisions or mitigation measures that are imposed upon the proposed project.

Signature  Date 10/10/95

Printed name Jose Luis Moscovich

For San Francisco County Transportation Authority

EVALUATION OF ENVIRONMENTAL IMPACTS:

1) A brief explanation is required for all answers except "No Impact" answers that are adequately supported by the information sources a lead agency cites in the parentheses following each question. A "No Impact" answer is adequately supported if the referenced information sources show that the impact simply does not apply to projects like the one involved (e.g., the project falls outside a fault rupture zone). A "No Impact" answer should be explained where it is based on project-specific factors as well as general standards (e.g., the project will not expose sensitive receptors to pollutants, based on a project-specific screening analysis).

See attached Initial Study for further detail.

2) All answers must take account of the whole action involved, including off-site as well as on-site, cumulative as well as project-level, indirect as well as direct, and construction as well as operational impacts.

3) "Potentially Significant Impact" is appropriate if there is substantial evidence that an effect is significant. If there are one or more "Potentially Significant Impact" entries when the determination is made, an EIR is required.

4) "Negative Declaration: Potentially Significant Unless Mitigation Incorporated" applies where the incorporation of mitigation measures has reduced an effect from "Potentially Significant Impact" to a "Less Significant Impact." The lead agency must describe the mitigation measures, and briefly explain how they reduce the effect to a less than significant level (mitigation measures from Section XVII, "Earlier Analyses," may be cross-referenced).

5) Earlier analyses may be used where, pursuant to the tiering, program EIR, or other CEQA process, an effect has been adequately analyzed in an earlier EIR or negative declaration. Section 15063(c)(3)(D). Earlier analyses are discussed in Section XVII at the end of the checklist.

6) Lead agencies are encouraged to incorporate into the checklist references to information sources for potential impacts (e.g., general plans, zoning ordinances). Reference to a previously prepared or outside document should, where appropriate, include a reference to the page or pages where the statement is substantiated. See the sample question below. A source list should be attached, and other sources used or individuals contacted should be cited in the discussion.

7) This is only a suggested form, and lead agencies are free to use different ones.

Sample Question:

Issues (and Supporting Information Sources): *Would the proposal result in potential impacts involving:*	*Potentially Significant Impact*	*Potentially Significant Unless Mitigation Incorporated*	*Less than Significant Impact*	*No Impact*
a) Landslides or mudslides? (1, 6)	☐	☐	☐	☒

(Attached source list explains that 1 is the general plan, and 6 is a USGS topo map. This answer would probably not need further explanation.)

ENVIRONMENTAL IMPACTS:

	Potentially Significant Impact	*Potentially Significant Unless Mitigation Incorporated*	*Less than Significant Impact*	*No Impact*
I. LAND USE AND PLANNING. *Would the proposal:*				
a) Conflict with general plan designation or zoning? (*Source #:*)	☐	☐	☐	☒
b) Conflict with applicable environmental plans or policies adopted by agencies with jurisdiction over the project? ( )	☐	☐	☐	☒
c) Be incompatible with existing land use in the vicinity? ( )	☐	☐	☐	☒
d) Affect agricultural resources or operations (e.g., impacts to soils or farmlands, or impacts from incompatible land uses)? ( )	☐	☐	☐	☒
e) Disrupt or divide the physical arrangement of an established community (including a low-income or minority community)? ( )	☐	☐	☐	☒
II. POPULATION AND HOUSING. *Would the proposal:*				
a) Cumulatively exceed official regional or local population projections? ( )	☐	☐	☐	☒
b) Induce substantial growth in an area either directly or indirectly (e.g., through projects in an undeveloped area or extension of major infrastructure)? ( )	☐	☐	☐	☒
c) Displace existing housing, especially affordable housing? ( )	☐	☐	☐	☒
III. GEOLOGIC PROBLEMS. *Would the proposal result in or expose people to potential impacts involving:*				
a) Fault rupture? ( )	☐	☐	☐	☒
b) Seismic ground shaking? ( )	☐	☐	☐	☒
c) Seismic ground failure, including liquefaction? ( )	☐	☐	☐	☒
d) Seiche, tsunami, or volcanic hazard? ( )	☐	☐	☐	☒
e) Landslides or mudflows? ( )	☐	☐	☐	☒
f) Erosion, changes in topography or unstable soil conditions from excavation, grading, or fill? ( )	☐	☐	☐	☒
g) Subsidence of land? ( )	☐	☐	☐	☒
h) Expansive soils? ( )	☐	☐	☐	☒
i) Unique geologic or physical features? ( )	☐	☐	☐	☒

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less than Significant Impact	No Impact
IV. WATER. *Would the proposal result in:*				
a) Changes in absorption rates, drainage patterns, or the rate and amount of surface runoff? ( )	☐	☐	☐	☒
b) Exposure of people or property to water related hazards such as flooding? ( )	☐	☐	☐	☒
c) Discharge into surface waters or other alteration of surface water quality (e.g., temperature, dissolved oxygen or turbidity? ( )	☐	☐	☐	☒
d) Changes in the amount of surface water in any water body? ( )	☐	☐	☐	☒
e) Changes in currents, or the course or direction of water movements? ( )	☐	☐	☐	☒
f) Change in the quantity of ground waters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations or through substantial loss of groundwater recharge capability? ( )	☐	☐	☐	☒
g) Altered direction or rate of flow of groundwater? ( )	☐	☐	☐	☒
h) Impacts to groundwater quality? ( )	☐	☐	☐	☒
i) Substantial reduction in the amount of groundwater otherwise available for public water supplies? ( )	☐	☐	☐	☒
V. AIR QUALITY. *Would the proposal:*				
a) Violate any air quality standard or contribute to an existing or projected air quality violation? ( )	☐	☐	☐	☒
b) Expose sensitive receptors to pollutants? ( )	☐	☐	☐	☒
c) Alter air movement, moisture, or temperature, or cause any change in climate? ( )	☐	☐	☐	☒
d) Create objectionable odors? ( )	☐	☐	☐	☒
VI. TRANSPORTATION/CIRCULATION. *Would the proposal result in:*				
a) Increased vehicle trips or traffic congestion? ( )	☐	☐	☐	☒
b) Hazards to safety from design features (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)? ( )	☐	☐	☐	☒
c) Inadequate emergency access or access to nearby uses? ( )	☐	☐	☐	☒
d) Insufficient parking capacity onsite or offsite? ( )	☐	☐	☐	☒
e) Hazards or barriers for pedestrians or bicyclists? ( )	☐	☐	☐	☒
f) Conflicts with adopted policies supporting alternative transportation (e.g., bus turnouts, bicycle racks)? ( )	☐	☐	☐	☒
g) Rail, waterborne or air traffic impacts? ( )	☐	☐	☐	☒
VII. BIOLOGICAL RESOURCES. *Would the proposal result in impacts to:*				
a) Endangered, threatened or rare species or their habitats (including but not limited to plants, fish, insects, animals, and birds? ( )	☐	☐	☐	☒
b) Locally designated species (e.g., heritage trees)? ( )	☐	☐	☐	☒
c) Locally designated natural communities (e.g., oak forest, coastal habitat, etc.)? ( )	☐	☐	☐	☒
d) Wetland habitat (e.g., marsh, riparian, and vernal pool)? ( )	☐	☐	☐	☒
e) Wildlife dispersal or migration corridors? ( )	☐	☐	☐	☒

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less than Significant Impact	No Impact
VIII. ENERGY AND MINERAL RESOURCES. *Would the proposal:*				
a) Conflict with adopted energy conservation plans? ( )	☐	☐	☐	☒
b) Use nonrenewable resources in a wasteful and inefficient manner? ( )	☐	☐	☐	☒
c) Result in the loss of availability of a known mineral resource that would be of future value to the region and the residents of the State? ( )	☐	☐	☐	☒
IX. HAZARDS. *Would the proposal involve:*				
a) A risk of accidental explosion or release of hazardous substances (including, but not limited to, oil, pesticides, chemicals, or radiation)? ( )	☐	☐	☐	☒
b) Possible interference with an emergency response plan or emergency evacuation plan? ( )	☐	☐	☐	☒
c) The creation of any health hazard or potential health hazard? ( )	☐	☐	☐	☒
d) Exposure of people to existing sources of potential health hazards? ( )	☐	☐	☐	☒
e) Increased fire hazard in areas with flammable brush, grass, or trees? ( )	☐	☐	☐	☒
X. NOISE. *Would the proposal result in:*				
a) Increases in existing noise levels? ( )	☐	☐	☐	☒
b) Exposure of people to severe noise levels? ( )	☐	☐	☐	☒
XI. PUBLIC SERVICES. *Would the proposal have an effect upon, or result in a need for new or altered government services in any of the following areas:*				
a) Fire protection? ( )	☐	☐	☐	☒
b) Police protection? ( )	☐	☐	☐	☒
c) Schools? ( )	☐	☐	☐	☒
d) Maintenance of public facilities, including roads? ( )	☐	☐	☐	☒
e) Other government services? ( )	☐	☐	☐	☒
XII. UTILITIES AND SERVICE SYSTEMS. *Would the proposal result in a need for new systems or supplies, or substantial alterations to the following utilities:*				
a) Power or natural gas? ( )	☐	☐	☐	☒
b) Communications systems? ( )	☐	☐	☐	☒
c) Local or regional water treatment or distribution facilities? ( )	☐	☐	☐	☒
d) sewer or septic tanks? ( )	☐	☐	☐	☒
e) Storm water drainage? ( )	☐	☐	☐	☒
f) Solid waste disposal? ( )	☐	☐	☐	☒
g) Local or regional water supplies? ( )	☐	☐	☐	☒
XIII. AESTHETICS. *Would the proposal:*				
a) Affect a scenic vista or scenic highway? ( )	☐	☐	☐	☒
b) Have a demonstrable negative aesthetic effect? ( )	☐	☐	☐	☒
c) Create light or glare? ( )	☐	☐	☐	☒

	Potentially Significant Impact	Potentially Significant Unless Mitigation Incorporated	Less than Significant Impact	No Impact
XIV. CULTURAL RESOURCES. *Would the proposal:*				
a) Disturb paleontological resources? ( )	☐	☐	☐	☒
b) Disturb archaeological resources? ( )	☐	☐	☐	☒
c) Have the potential to cause a physical change which would affect unique ethnic cultural values? ( )	☐	☐	☐	☒
d) Restrict existing religious or sacred uses within the potential impact area? ( )	☐	☐	☐	☒
XV. RECREATION. *Would the proposal:*				
a) Increase the demand for neighborhood or regional parks or other recreational facilities? ( )	☐	☐	☐	☒
b) Affect existing recreational opportunities? ( )	☐	☐	☐	☒

XVI. MANDATORY FINDINGS OF SIGNIFICANCE.

a) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory? ☐ ☐ ☐ ☒

b) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? ☐ ☐ ☐ ☒

c) Does the project have impacts that are individually limited, but cumulatively considerable? ("Cumulatively considerable" means that the incremental effects of a project are considerable when viewed in connection with the effects of past projects, the effects of other current projects, and the effects of probable future projects) ☐ ☐ ☐ ☒

d) Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly? ☐ ☐ ☐ ☒

XVII. EARLIER ANALYSES.

Earlier analyses may be used where, pursuant to the tiering, program EIR, or other CEQA process, one or more effects have been adequately analyzed in an earlier EIR or negative declaration. Section 15063(c)(3)(D). In this case a discussion should identify the following on attached sheets:

a) **Earlier analyses used.** Identify earlier analyses and state where they are available for review.

b) **Impacts adequately addressed.** Identify which effects from the above checklist were within the scope of and adequately analyzed in an earlier document pursuant to applicable legal standards, and state whether such effects were addressed by mitigation measures based on the earlier analysis.

c) **Mitigation measures.** For effects that are "Less than Significant with Mitigation Incorporated," describe the mitigation measures which are incorporated or refined from the earlier document and the extent to which they address site-specific conditions for the project.

Authority: Public Resources Code Sections 21083 and 21087.
Reference: Public Resources Code Sections 21080(c), 21080.1, 21083, 21083.3, 21093, 21094, 21151; *Sundstrom v. County of Mendocino*, 202 Cal.App.3d 296 (1988); *Leonoff v. Monterey Board of Supervisors*, 222 Cal.App.3d 1337 (1990).

CALIFORNIA DEPARTMENT OF FISH AND GAME

CERTIFICATE OF FEE EXEMPTION

De Minimis Impact Finding

Project Title/Location (include county):

1995 San Francisco Congestion Management Program -
City and County of San Francisco.

Project Description:

Adoption of a state-mandated program for integration of transportation, land use, and air quality planning and programming.

Findings of Exemption (attach as necessary):

See attached Preliminary Negative Declaration.

Certification:

I hereby certify that the public agency has made the above finding and that the project will not individually or cumulatively have an adverse effect on wildlife resources, as defined in Section 711.2 of the Fish and Game Code.

Jose Luis Moscovich
(Chief Planning Official)

Title: Dir. of Congestion Management
Lead Agency SF County Transportat. Autho
Date 10/10/95

Section 711.4, Fish and Game Code
DFG:12/90

NOTICE OF PUBLICATION
OF
PRELIMINARY NEGATIVE DECLARATION

On October 11, 1995 the San Francisco County Transportation Authority published a preliminary negative declaration for the 1995 San Francisco Congestion Management Program (CMP). Development and approval of this CMP is needed to maintain eligibility for certain State and Federal transportation funding sources. The purpose of the CMP is to integrate transportation, land use, and air quality planning and programming for the City and County of San Francisco. An Initial Study has been prepared and a Preliminary Negative Declaration issued which states that the proposed adoption of this CMP could not have a significant effect on the environment. These documents are available for review at the Authority offices at 100 Van Ness Avenue, 25th Floor and at the Main Library, 200 Larkin Street. Comments should be forwarded to the Authority at 100 Van Ness Avenue, 25th Floor, San Francisco, CA 94102, Attention: José Luis Moscovich by 5:00 p.m. on November 10, 1995.

1995CMP.NOP

NOTICE OF PUBLICATION OF PRELIMINARY NEGATIVE DECLARATION

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CNS1318876 October 13, 1995

Published in The San Francisco Independent.

a. Comments on performance measures cited in section 5.5.2. and 5.5.3.	a. Comments noted and incorporated in section 5.5.3. The Authority will use the transit performance measures in Tier 1 because they are specified in state law, and consult with City departments (including Planning) and others in establishing Tier 2 performance measures.
b. Minor edit in Section 5.5.4	b. Agreed and incorporated.
c. Minor edit on description of Caltrain service, extending to Gilroy instead of San Jose.	c. Agreed and incorporated.
d. Suggests using person through-put as a transit performance measure in Table 5-B.	d. The suggestion is incorporated into section 5.5.3, for further discussion re. appropriateness and data availability.
6. Chapter 6: Trip Reduction	
a. Requests minor change in numbering of Master Plan objectives and inclusion of Objective 15, from final version of the Transportation Element adopted in 1995.	a. Agreed and incorporated. We note that the Authority never received the final version as adopted, and relied on the Final Draft of the Transportation Element, dated June 1995.
b. Requests minor edit to correct the total number of buildings under TMA jurisdiction in downtown, in section 3.B.b.iv.	b. Agreed and incorporated.
c. Requests minor edits in the description of the Transit Preferential Streets program is section B.3.	c. Agreed and incorporated.
7. Chapter 8: Capital Improvement Program	
a. Requests inclusion of the following sentence in section 5.5: "The Charter establishes the Master Plan to provide the central policy framework for policy decisions in San Francisco" The sentence is intended to acknowledge DCP's role the consistency evaluation of the CIP with the Master Plan.	a. Not agreed. DCP's consistency evaluation role is already clearly explained in 5.5 and in Exhibit 8-A. The suggested language appears to go beyond the language in the City Charter. A description of the Master Plan, drawn from the City Charter, is provided in Chapter 1, Section 3.c.

b. Requests specific language identifying the Planning Department in Exhibit 8-A, item A-6, as providing prioritization recommendations.	b. Agreed and incoporated as A-7 in Exhibit 8-A.
c. Requests reference to the Planning Department in last paragraph of Section 6.	c. Agreed and addressed.
8. Chapter 8: Deficiency Plans	
a. Requests inclusion of language about funding for CMA and department activities, in section 1.	a. Agreed and addressed.
b. Requests minor edits in sections 2.1, 2.2, 4.2, 4.2.1, and 4.3 to substitute the words "remediation" for "mitigation"	b. Agreed and incorporated.
c. Requests changes to language in next to last paragraph of 9.2.1.	c. Agreed and addressed.
d. Requests clarification about funding for Deficiency plan measures (sections 2.2 and 4.3 and 4.4)	d. Agreed and addressed in 4.4.4.
e. Requests minor language changes in Section 2.2, third bullet.	e. Agreed and incorporated.
f. Requests reconsideration of role of the Planning Department in consistency review for remediation plan.	f. Agreed and incorporated in Exhibit 2 and in section 3.
g. Reiterates request for minor edits to Exhibit 2 and descriptive text, regarding "already required" developer exactions and other.	g. Agreed and incorporated in Exhibits and text.
h. Requests clarification of last sentence of section 4.3.2, re. funding of deficiency plans.	h. Agreed and addressed.
i. Requests minor modifications in section 5.3.2 re. Rincom Hill Redevelopment Area and Transbay Terminal.	i. Agreed and incorporated.